REPORT RESUMES

ED 003 099 08
NEW DIRECTIONS IN VOCATIONAL GUIDANCE.
BY- WILSON, PHYLLIS C.
CITY UNIV. OF NEW YORK, QUEENS COLL., FLUSHING,N.Y
REPORT NUMBER ERD-120-65 PUB DATE 65
REPORT NUMBER BR-5-0184
CONTRACT OEC-6-85-001
EDRS PRICE MF-$0.18 HC-$4.68 117P.

DESCRIPTORS- *VOCATIONAL EDUCATION, *GUIDANCE PROGRAMS, *SEMINARS, COUNSELING PROGRAMS, VOCATIONAL COUNSELING, *OCCUPATIONAL INFORMATION, OCCUPATIONAL GUIDANCE, *COUNSELOR TRAINING, COUNSELORS, FLUSHING, NEW YORK

AN INSTITUTE FOR COUNSELOR EDUCATION WAS CONDUCTED TO PROVIDE COUNSELOR EDUCATORS WITH NEW KNOWLEDGE OF EMPLOYMENT TRENDS AND MAJOR ISSUES IN THE WORLD OF WORK. THIS INFORMATION WOULD ASSIST THEM IN ARRIVING AT AN INITIAL STATEMENT OF CRITERIA TO BE MET IN REVISING VOCATIONAL GUIDANCE TO MEET CURRENT NEEDS. REPRESENTATIVES FROM GOVERNMENT, INDUSTRY, LABOR, AND COUNSELOR EDUCATION GAVE PRESENTATIONS WHICH WERE FOLLOWED BY GROUP DISCUSSIONS. THE COUNSELOR EDUCATORS CONCLUDED--(1) THAT SOME EDUCATIONAL AND VOCATIONAL CHOICE IS POSSIBLE FOR EVERYONE AND THE ABILITY TO CHOOSE IS A PRECIOUS FREEDOM, (2) THAT EDUCATIONAL AND VOCATIONAL PLANNING MUST COMMAND THE MAJOR ATTENTION OF SCHOOL COUNSELORS AND GUIDANCE WORKERS, (3) THAT COUNSELORS AND GUIDANCE WORKERS MUST BE BETTER TRAINED THAN THEY NOW ARE, (4) THAT COUNSELOR EDUCATORS HAVE FAILED TO COME TO GRIPS WITH TWO MAJOR ISSUES--THE PLACE OF EDUCATIONAL AND OCCUPATIONAL INFORMATION IN GUIDANCE AND HOW VOCATIONAL COUNSELORS CAN HELP MEET THE NEED FOR MORE TALENTED AND BETTER EDUCATED WORKERS, AND (5) THAT COUNSELOR EDUCATORS NEED HELP FROM EXPERTS IN RELATED ACADEMIC AND PROFESSIONAL FIELDS. (AW)

ED003099

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education
This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated do not necessarily represent official Office of Education position or policy.

Counselor Educators Institute

NEW DIRECTIONS IN VOCATIONAL GUIDANCE

Queens College
of The City University of New York

Joseph P. McMurray, President

Phyllis C. Wilson, Institute Director

The Project Reported Herein was
Supported by a Grant from the
U. S. Department of Health, Education, and Welfare
Office of Education

Vocational and Technical Education Grant
Number ERD-120-65, Vocational Education
Act of 1963, Section 4(c)

Counselor Education Institute

NEW DIRECTIONS
IN
VOCATIONAL GUIDANCE

Dr. Phyllis C. Wilson, Institute Director
Queens College
of The City University of New York

ERRATA

Please note that pages 111 and 112 have been transposed.

TABLE OF CONTENTS

SECTION I

Page
INTRODUCTION 7
Dr. Phyllis C. Wilson, Coordinator, Guidance and School Counseling, Queens College, The City University of New York

APPENDICES

A. The program of the Counselor Educator Institute: New Directions in Vocational Guidance 11

B. Roster of Registrants 12

C. Roster of Observer-Participants 14

D. Roster of College Placement Directors 15

E. Guests of honor at the luncheon given by President Joseph P. McMurray, Queens College, The City University of New York 16

F. The Queens College Guidance Staff 17

SECTION II

PROJECT PEOPLE OR PROJECT PROGRAM 21
Dr. Hubert W. Houghton, Chief Counselor, Preparation Unit, U. S. Office of Education

TRENDS IN THE EMPLOYMENT SITUATION 35
Dr. Seymour Wolfbein, Economic Adviser to the Secretary, U. S. Department of Labor

LABOR'S VIEW OF EMPLOYMENT FUTURES 47
Mr. Morris Iushewitz, Secretary, The Labor Council of the City of New York

SOCIOLOGICAL TRENDS OF INCREASING URBANIZATION 61
Dr. Robert A. Dentler, Deputy Director, Center for Urban Education, New York City

INTEGRATION OF PERSONALITY DURING A PERIOD OF RAPID CHANGE 77
Dr. Kenneth Berrien, Professor of Psychology, Rutgers University

THE TECHNOLOGICAL IMPACT ON SOCIETY: FOCUS ON EDUCATIONAL ASPECTS 89
Mr. Herbert J. Blitz, Director of Research, The Diebold Group, Inc., Management Consultants

MEETING THE CHALLENGE IN VOCATIONAL GUIDANCE EDUCATION 105
Dr. George A. Pierson, Dean and Director of Student Personnel, Queens College, The City University of New York

SECTION I

INTRODUCTION

By
Dr. Phyllis C. Wilson
Coordinator, Guidance and School Counseling
Queens College
of The City University of New York

In the present rapid advance of automation, urban concentration, and general industrial change, counselor educators are severely challenged in providing school guidance trainees with pertinent courses in vocational counseling. Forward-looking courses must evolve from up-to-date knowledge and enlightened point of view on the part of the faculty.

The Guidance faculty at Queens College wished to face this challenge by joining with other counselor educators in "occupations" courses, in securing timely information on employment trends and on current major issues in the world of work. Further, against the background of this newer knowledge, they wished to explore, jointly with their colleagues from other universities, a revision of aims, methods, and content in the education of vocational counselors, so that these counselors would be prepared to offer more realistic and effective vocational guidance to youth. In this manner, they felt they could make a substantial contribution to the war on poverty.

In December, 1964, therefore, a letter was dispatched to Dr. Walter Arnold, Assistant Commissioner, Division of Vocational and Technical Education, United States Office of Education, inquiring whether an intensive institute, enrolling counselor educators of the greater New York region and addressing itself to the problems of training vocational counselors, would be within the interests of the Bureau of Research. Dr. Arnold indicated interest on the part of the division, and advised that an informal but relatively complete proposal be submitted to Dr. David S. Bushnell, Director of the Occupational and Research Planning Program.

Papers were submitted from Queens College to Dr. Bushnell requesting consideration of a grant for conducting an institute under Section 4(c) of Public Law 88-210, the Vocational Education Act of 1963. Following the form required for training programs, a post-doctoral (graduate faculty), non-credit workshop was proposed. It projected a series of days in which highly expert representatives of government, labor, management, education, and behavioral science would provide the registrants with the most advanced facts and trends in their respective areas. Following this, a number of meetings would be devoted to deliberations of the registrants under a recognized leader in the field of Guidance.

As this proposal found merit in the eyes of the division reviewing committee, a formal proposal, incorporating the suggestions of the rough draft, was sent to the United States Office of Education by Joseph P. McMurray, President of Queens College, on February 26, 1965. Dr. Phyllis C. Wilson, Coordinator, Guidance and School Counseling, Queens College, The City University of New York, was designated Director of the Institute.

On May 14, Dr. Bushnell notified Dr. Wilson that the United States Commissioner of Education had given provisional approval to the project. Final approval was contingent upon certain modifications of the proposal and on the negotiation of a mutually acceptable contract. The professional phases of the modification were worked out between Miss Frieda Denemark, of the Division, and Dr. Wilson. The financial contract was negotiated between the Grants and Contract Officer of the Division and Dr. Wilbur Edel, Business Manager, Queens College.

The final proposal was forwarded to the Division of Adult and Vocational Research in July by Dr. Wilson. Similarly, the original and five copies of the Contractor's Proposal were forwarded to the Division by President McMurray, following approval by the Board of Higher Education of the City of New York at its June meeting.

The institute, as agreed by all parties, would be held under the title: New Directions in Vocational Guidance. (See Appendix A.) Seven leaders in their respective fields would present papers and conduct half-day discussions. The working registrants would then meet in three task groups for 4 half days to deliberate the implications, for vocational counseling and counseling training programs, of the foregoing speeches and discussions. The report of the Institute, submitted to the Division by November 30, 1965, would include the papers of the first six speakers and a paper by the seventh speaker, Dr. George A. Pierson, Dean and Director of Student Personnel, Queens College, which would convey not only his charge to the working registrants but also the purport of their subsequent deliberations.

The Counselor Educators' Institute would be held on October 11 through October 16, 1965, and would enroll as working registrants not less than 25 (nor more than 30) counselor educators from institutions of higher learning in the states of Connecticut, New Jersey, and New York. (See Appendix B.) Officials of the State Departments of Education of all three states would be included as observer-participants. (See Appendix C.) On Tuesday, October 12, only, the gallery of observer-participants would also include fifteen College Placement Directors. (See Appendix D.) Additionally, guests of honor would attend the welcoming luncheon on October 11 to hear the keynote address. (See Appendix E.)

The Counselor Educators' Institute: New Directions in Vocational Guidance proceeded most successfully in accordance with the agreed proposal, enrolling 28 counselor educators, with representation from all three states. Two minor modifications occurred which in no way affected the effectiveness of the proceedings. The first was that President McMurray learned of an over-riding commitment for October 11 and asked Dean Pierson to welcome his guests at the luncheon. The second modification was voted by the working registrants due both to the momentum of their zeal and to the high cost of living in New York City. The task groups worked a late afternoon-dinner session and an evening session on Thursday, October 14, to obviate the two Saturday meetings. Following their fourth and final half day meeting on Friday afternoon, October 15, therefore, they formally presented Dean Pierson with the results of their deliberations. These are analyzed in Dean Pierson's paper, the sixth article in Section II.

No report of this institute would be complete without a mention of the consistant cordial effort that the representatives of the Division of Adult and Vocational Research, the United States Office of Education, expended in collaboration. Miss Frieda Denenmark and Mrs. Edie Wilson were most generous with their time, and resourceful in the helpfulness of their suggestions. The planning and operating efforts of the Queens College Guidance staff are gratefully acknowledged (See Appendix F), as are the cooperative services of many areas of the college administrative staff. The final expression of gratitude is tendered to President McMurray whose early encouragement and continuing support guided the Institute to its high level of morale and accomplishment.

APPENDIX A

NEW DIRECTIONS IN VOCATIONAL GUIDANCE

An Institute for Counselor Educators offered by Queens College under
the provisions of Section 4 (c) of the Vocational Education Act of 1963.
Dr. Phyllis C. Wilson, Director

PROGRAM

Monday, October 11	
9:00 - 11:00 a.m.	Registration and orientation
11:30 a.m.	Luncheon Keynote Address: "Project People or Project Program" Dr. Hubert W. Houghton, Chief Counselor Preparation Unit, U. S. Office of Education
2:30 p.m.	Organization of working groups of counselor educators
Tuesday, October 12	
9:30 a.m.	"Trends in the Employment Situation" Dr. Seymour Wolfbein, Economic Adviser to the Secretary, U. S. Department of Labor
1:30 p.m.	"Labor's View of Employment Futures" Mr. Morris Iushewitz, Secretary, The Labor Council of the City of New York
Wednesday, October 13	
9:30 a.m.	"Sociological Trends of Increasing Urbanization" Dr. Robert A. Dentler, Deputy Director, Center for Urban Education, New York
1:30 p.m.	"Integration of Personality During a Period of Rapid Change" Dr. Kenneth Berrien, Prof. of Psychology, Rutgers University
Thursday, October 14	
9:30 a.m.	"The Technological Impact on Society: Focus on Educational Aspects" Dr. Herbert J. Blitz, Director of Research, The Diebold Group, Management Consultants
1:30 p.m.	"Meeting the Challenge in Vocational Guidance Education" Dr. George Pierson, Dean and Director of Student Personnel, Queens College, CUNY
7:30 p.m.	Working group discussion of new directions in vocational guidance
Friday, October 15	
9:30 a.m.	Continued working group discussion
11:30 a.m.	Presentation of statements of group deliberations
Saturday, October 16	
9:30 a.m.	Refinement and adoption of group statement Adjournment of Institute

APPENDIX B

ROSTER OF REGISTRANTS

Dr. William John Beucler, Assistant Professor of Education, University of Bridgeport

Dr. William C. Bingham, Lecturer in Education, Rutgers University

Dr. Jean Buchin, Assistant Professor of Education, Queens College, CUNY

Dr. Paul V. Buonaguro, Chairman, Department of Personnel and Guidance, School of Education, Seton Hall University

Mr. George Davenel, Associate Professor of Student Personnel and Placement Director, Queens College, CUNY

Dr. Robert E. Doyle, Chairman, Department of Counselor Education, St. John's University

Dr. Francis J. Hennessy, Professor of Education, University of Bridgeport

Rev. Thomas Hennessy, Assistant Professor, School of Education, Fordham University

Dr. Gerard Hinrichs, Professor, School of Education, St. Bonaventure University

Dr. Robert Hoppock, Professor of Education, New York University

Dr. Irene Impellizzeri, Assistant Professor of Education, Brooklyn College, CUNY

Dr. Goldie Kaback, Associate Professor of Education, The City College of New York, CUNY

Dr. Abe S. Kramer, Assistant Professor of Education, Yeshiva University

Dr. Jane Krumacher, Associate Professor & Assistant Director of Students, Glassboro State College

Dr. Regis J. Leonard, Associate Professor, School of Education, Fordham University

Dr. Mary G. Ligon, Associate Professor of Education, Hofstra University

Dr. Genevieve Loughran, Associate Professor of Education, Hunter College, CUNY

Dr. Sarah W. McDaniel, Associate Professor of Education, Hofstra University

Dr. Barbara MacKenzie, Associate Professor of Education, Brooklyn College, CUNY

Dr. Charles Morris, Professor, Teachers College, Columbia University

ROSTER OF REGISTRANTS (cont'd.)

Dr. Joseph L. Norton, Professor of Education, State University of New York at Albany

Dr. Curtis H. O'Shell, Professor of Guidance, State University College, Oneonta, New York

Dr. Raymond Patouillet, Professor, Teachers College, Columbia University

Dr. Charles T. Reimer, Associate Professor of Education, State University College, Oneonta, New York

Dr. Dorothy D. Sebald, Acting Coordinator, Guidance and School Counseling, Board of Higher Education

Dr. Jerome M. Seidman, Associate Professor of Psychology, Montclair State College, Upper Montclair, New Jersey

Mrs. Florence Silver, Assistant, Guidance Laboratory, CUNY

Dr. Lucy Wing, Professor of Psychology, Coordinator, Counselor Education Program, State University College, Oswego, New York

APPENDIX C

ROSTER OF OBSERVER - PARTICIPANTS

Mr. Herbert Bienstock, Chief, Bureau of Labor Statistics, United States Department of Labor

Mr. Salvatore Carbone, Supervisor, New York State Employment Service

Dr. Theodore J. Cote, Director, Professional Services, Vocational Division, Department of Education, New Jersey

Dr. Garland Fitzpatrick, Consultant, State of Connecticut, State Department of Education

Mr. Morton Margules, Director, Introduction to Vocations, Department of Education, New Jersey

Mr. Clarence Steinberger, Consultant, State of Connecticut, State Department of Education

Mr. Richard Weiner, Supervisor, The University of the State of New York, The State Education Department, New York

APPENDIX D

ROSTER OF COLLEGE PLACEMENT DIRECTORS

John M. Buckey	New York University
Alexander Clark	Columbia University
Stanley Dropkin	Queens College, CUNY
Frank Gallagher	St. John's University
Alvin L. Grant	Pace College
Douglas O. Hanau	University of Vermont
Norman Harrower	Yale University
Charles Healy	Brooklyn College, CUNY
Peter Heggner	Princeton Universtiy
Ellen Kantor	Queens College, CUNY
Stanley N. Kinney	Colgate University
Lawrence A. Lansner	City College, CUNY
Drue E. Matthews	Mount Holyoke College
James J. O'Connell	Iona College
Donald Rainis	Queens College, CUNY
Julia Read	College of St. Elizabeth

APPENDIX E

COUNSELOR EDUCATORS INSTITUTE

LUNCHEON
October 11, 1965

PRESIDING: Dr. Phyllis C. Wilson, Coordinator, Guidance and School Counseling, Queens College, CUNY

WELCOME: Dr. George A. Pierson, Dean and Director of Student Personnel, Queens College, CUNY

SPEAKER: Dr. Hubert W. Houghton, Chief, Counselor Preparation Unit, United States Office of Education--"Project People or Project Program"

GUESTS OF THE INSTITUTE

Dr. John L. Ames, Director, Division of Teacher Education, Queens College, CUNY

Dr. Nathan Brown, Assistant Superintendent, Division of Child Welfare, Board of Education, New York City

Dr. Richard W. Emery, Dean of Faculty, Queens College, CUNY

Mr. James Moore, Acting Chief, Bureau of Guidance, The State Education Department, New York

Dr. Harry N Rivlin, Dean of Teacher Education, The City University of New York

Professor Dorothy D. Sebald, Acting Coordinator, Guidance and School Counseling, The City University of New York

Dr. Joseph R. Strobel, Assistant Commissioner of Instructional Services (Vocational Education), The State Education Department, New York

Dr. Charles J. Tabler, Consultant in Guidance and Testing, New Jersey Department of Education

Dr. Robert M. Worthington, Assistant Commissioner Vocational Education, New Jersey Department of Education

APPENDIX F

QUEENS COLLEGE
of THE CITY UNIVERSITY OF NEW YORK
Department of Education
Dr. John L. Ames, Chairman

QUEENS COLLEGE GUIDANCE STAFF

Martin Astor
Assistant Professor of Education

Bernard Branson
Assistant Professor of Student Personnel

Jean Buchin
Assistant Professor of Education

Elaine Chapline
Assistant Professor of Education

George Davenel
Associate Professor of Student Personnel

Myron Gordon
Assistant Professor of Student Personnel

Louis Karmel
Assistant Professor of Education

Peter Meyer
Assistant Professor of Student Personnel

Emily Philpott
Assistant Professor of Student Personnel

Lillian Sherman
Fellow in Education

Robert Sherman
Assistant Professor of Education

Beryl Thomas
Fellow in Education

Phyllis C. Wilson
Associate Professor of Education

Stasia Ziobrowski
Assistant Professor of Education

COUNSELOR EDUCATORS INSTITUTE

Institute Director
Phyllis C. Wilson

Recorders
Louis Karmel
Emily Philpott
Robert Sherman

Hospitality Chairmen
Martin Astor
Stasia Ziobrowski

Registrants
Jean Buchin
George Davenel

PRECEDING PAGE BLANK-NOT FILMED

SECTION II

PRECEDING PAGE BLANK-NOT FILMED

PROJECT PEOPLE OR PROJECT PROGRAM

By
Dr. Hubert W. Houghton
Chief Counselor, Preparation Unit
U. S. Office of Education

It is with a mingled feeling of awe, respect, commendation, and perhaps some trepidation, that I address you today at Queens College of the City University of New York. My conglomerate feeling stems from confrontation with a college, Queens College, that, in the short span of 28 years, has grown from an administrative and instructional staff of 40 and a registration of 400 students to a full-time teaching staff of 900 and a total enrollment of over 20,000.

I am especially pleased to have been introduced by my good friend of long standing, Dr. George Pierson, Dean and Director of Student Personnel of this College Fortune indeed smiled on me when it permitted me to be associated with him through a summer university teaching assignment some 7 years ago. In light of this institute's objectives and for its consideration in terms of possible implications, we were engaged in an undertaking where 50 directors of guidance from 11 states were involved for 6 weeks. Mornings were spent in college lectures and didactic instruction with respect to appraisal techniques and developments, and approaches and trends in occupational and educational information. Afternoons were spent in lectures, conversations, and discussions in various plants and departments of a large industrial enterprise, which allowed for practical and realistic contacts and information. When study was directed toward vocational choice theory, for example, our student directors of guidance interviewed industrial personnel of every occupational level to gain support or denial for various theories. Largely due to Dr. Pierson's initial participation, this pilot

---

This article was written by Dr. Hubert W Houghton in his private capacity. No official support or endorsement by the U. S. Office of Education is intended or should be inferred.

effort has led to continuance of the undertaking, and I spent one day this summer at Boston University with this year's group. Dr. Pierson's latest contribution has been his independent study for the U. S. Office of Education of the regular session Guidance and Counseling Institutes authorized by Title V-B of the National Defense Education Act of 1958. Dr. Pierson's resulting publication, "Counselor Education in Regular Session Institutes; An Evaluation," has most pertinent data for this institute, particularly in chapters concerned with the professional curriculum, the counseling practicum and the use of groups in counselor education.

If my bias is showing with respect to Dr. Pierson's proximity to this institute, let me acknowledge and further it by saying that I find equally pleasing to me and beneficial to you the presence on campus of Queens College's president, Dr. Joseph P. McMurray. If memory serves me correctly, he has during his distinguished career served as economic consultant to both the U.S. Senate Labor and Education Committee and the U.S. Senate Banking and Currency Committee. The involvement of economists in counselor education is most necessary.

There is a statement in the Queens College catalog to this effect: "From its beginnings in 1937, Queens College has made every effort to build a faculty of dedicated and devoted teachers and scholars who share with their students the exciting search for truth in which they are constantly engaged." As I read this, I could not help but think of how this description was so well typified by a Queens College faculty member, highly respected in the profession and known to me for many years through some of that same good fortune, Dr. Phyllis Wilson, Director of this institute. This institute for counselor educators, which is offered through funding by the Vocational Education Act of 1963, has materialized through most conscientious and hard labor on the part of Dr. Wilson. She has been seemingly bold in institute focus--namely, new directions in vocational guidance.

A book, not too long ago, indicated by its title that it was presenting the epitaph for vocational guidance. Evidently, vocational guidance was not dead, but dormant. In fact, it has always been very much alive, but ignored in certain quarters and relegated to a low totem pole position in other locales. Whatever its condition, there are certainly resuscitatory efforts, partly in conjunction with a national interest generally in counselor preparation. This interest involves not only directly-related governmental agencies and professional organizations in guidance and personnel work, but also organizations only indirectly related to or on the periphery of guidance and counseling services. Dr. Wilson was early cognizant of this burgeoning national concern and has become by the establishment of this institute a vital part of this national interest in counselor preparation and programs and activities for its improvement. To cite a few relatively current instances: Omitting the previously mentioned Guidance and Counseling Institutes, made possible by and continued through the National Defense Education Act of 1958, by the end of fiscal 1965, the Federal government spent approximately $37 million for 480 training institutes involving 15,700 enrollees. It should be noted that amendments to the act now permit training of elementary school counselors and of student personnel workers for junior college, technical institutes and 4-year higher education institutions.

In Section 8 of the Vocational Education Act of 1963 (P. L. 88-210), where "vocational education" is defined, it specifically states that the term includes vocational guidance and counseling in connection with the training. The act further indicated the need for an expanded, broadened and intensified program of research and planning made possible through a 10 percent allocation of the appropriation in fiscal 1965 (and increasing in the future) and administered through an Occupational Research and Planning Unit and Program. One substantive area for occupational education research and development is the development of new programs and operating personnel, with stress upon experimental, developmental and pilot programs and evaluation of their success in the field of curriculum development, instructional methods, organization, administration, facilities and teacher training. The latter is happily interpreted to include counselor training or education.

What has happened as a result of such interpretation? Through Vocational Education Act funds of the U. S. Office of Education with funds from the Office of Manpower, Automation and Training of the U. S. Department of Labor, there has been an invitational conference on governmental-university relations in the professional preparation and employment of counselors. This conference was administered by the University of Missouri, involving 106 representatives from university programs, professional associations, and federal, state and local agencies. They developed recommendations on the basis of such work-study papers as: John Darley's Some Aspects of History; Arthur Hitchcock's Counselors: Supply, Demand and Need; Robert Stripling's Training Institutions: Standards and Resources; S. Norman Feingold's Issues Related to a Study of the Influence of Salary, Methods of Selection, Working Conditions, Supervision and Mobility Upon Selection, Training, and Retention of Counseling Personnel; Edward C. Roeber's Roles and Functions of Professionally Trained Counselors; Donald A. Hansen's Roles and Functions of Technical Subprofessional Counseling Personnel; C. Gilbert Wrenn's Crisis in Counseling: A Commentary; David V. Tiedeman's From a Technology of Guidance in Schools to the Profession of Guidance-in-Society: A Challenge to Democratic Government; Bob G. Woods' Social Change and Curriculum Development. Where were the most recent locales for report of this conference--the American Psychological Association annual convention in Chicago and the National Capitol APGA in Washington, D. C. Through Vocational Education Act funds, George Washington University will sponsor in December an invitational 3-day work conference to develop a set of guidelines to supplement existing counselor education curricula with respect to the vocational aspects of guidance and counseling. It is hoped, incidentally, that the report of your institute will be a part of the study materials for the participants in this conference, which will include among its 24 members counselor educators, state supervisors of guidance, vocational educators, economists, behavioral scientists and directors of guidance. To show you the scope of interest in counselor preparation generally as well as in the vocational aspects of guidance and counseling, on the planning committee for the conference, on which I am privileged to serve, there is the Associate Director of the Upjohn Institute for Employment Research, the Deputy Manpower Administrator, the Associate Director of the Neighborhood Corps and former Associate Director of the Project on the Educational Implications of Automation for the National Education Association, a specialist in Educational Resources Development from the Division of Adult and Vocational Research of the U. S. Office of Education and two counselor educators, one of whom is the conference director.

There are other current examples of national interest, programs and activities by a variety of individuals, organizations, agencies and representatives of various disciplines in counselor education and its improvement, including the development of necessary competencies in counselors in the vocational aspects of guidance and counseling. A multimillion-dollar bill is under preparation by a Congressman to educate through a 2-year graduate program and to employ child guidance specialists from the pre-school level through grade three with Federal grants to pay both for guidance education and salaries. The Counselor Preparation Unit of the Guidance and Counseling Programs Section has contracted for rewriting of its counselor competency booklets in occupational and educational information and in basic guidance principles, with rough drafts of both manuscripts received. This unit will inventory counselor education programs in colleges and universities of the United States, with questions contributed to the inventory by the Office of Economic Opportunity, the Office of Manpower, Automation and Training and the President's Manpower Commission. A National Vocational Guidance Association project exists to develop a reappraisal or reconceptualization of work in the life of man. A Center for Research and Leadership Development in Vocational and Technical Education at Ohio State University will arrange a national conference as the initial step in a national survey to determine the status of vocational guidance services in the United States. The Ford Foundation Vocational-Technical Education Project of the University of Wisconsin is contemplating a nationwide survey to study kinds and utilization of informational resources by counselors. As of Thursday, I agreed to chair for the Department of Labor a Task Committee on the Preparation and Utilization of Counseling Personnel. Note the name of the Task Committee and then note that the Committee is composed of representatives of: The President's Committee on Manpower; Office of Manpower, Automation and Training; Bureau of Employment Security; Neighborhood Youth Corps; Guidance and Counseling Programs Section (OE); Division of Vocational and Technical Education (OE); Guidance and Counseling Institutes Section (OE); Community Action Programs (OEO); Job Corps (OEO); Department of Defense; Veteran's Administration; Civil Service Commission; Bureau of the Budget; American Personnel and Guidance Association; American Psychological Association; and the National Association of Social Workers. So, the soil is fertile, the climate, favorable, the participation, widespread--you can respond fruitfully to this environmental press through this institute.

Program, today, is a word in the popular parlance. Some of the previously cited undertakings may be classified as programs by broad definitions. Perhaps this institute will evolve a "program" by which there will be a revision of vocational guidance education to meet current needs and an improvement of graduate course offerings to counselors-in-training so that they may be enabled to give more timely and realistic vocational guidance to youth. When I think here of "program," however, it is in the sense associated with cybernation--improvements, for example, in multipurpose computers and their programming, the development of central libraries of computer programs and data and of computers that can do much of their own programming, the establishment of programs for programs' sake. It is in the sense of the "program" of programmed instruction, where focus can be not upon the individual or upon the particular individuals concerned, but upon machine and film, upon a fixed and mechanical technology, upon a relatively pedestrian, cold, and depersonalized level of factual learning. If your efforts result in a program in this sense, then I ask for the abandonment of this possibility and its replacement by "project people," which can be observed by a look at recent federal laws.

New federal educational legislation is people-oriented rather than program-oriented. Emphasis now and in the future will be on assisting people, on improving the quality of educational opportunities for them, and on using our psychological definition of equality, which means providing for them the kind of educational program that will give them maximum opportunity for development in contrast to the older concept of equality of education, that of seeing that everyone has the same program. Educational enactments are directed to the individual for the ultimate benefit of himself and the nation and incorporate these aims: the arousal of a greater awareness of the uniqueness of each individual; the identification and development of all types of talent at all levels of age and ability; and the provision of educational experiences that assist each person in developing his maximum potential.

Now, let me take you with me to engage in a few imaginary meetings and conversations.

First, we meet three social scientists and they are lamenting and wailing, classifying our century as a mad world of bewildering, if not frightening, contradictions. They point out the gap between invention and science on the one hand and the social consequences of technological progress on the other.

While the United States' lead in many fields of science has produced vast technological progress, the disproportionate emphasis on the physical sciences has caused a neglect of the rest of our society and culture. This imbalance, in part, explains the negative implications of automation--the fear that it means dehumanization, job displacement with its social costs, rebellion among unemployed youth in our urban centers, and the questioning of the efficacy of our economic system. Automation may be boon or bane, treat or trick, threat or promise, friend or foe, but while it aids the conquest of nature, it tends to enlarge the gap with social amelioration. These social scientists express concern for the "un" people in our society--not just the unwashed, unshaved, unkempt and uncombed, but the unneeded and unwanted,--the tragic, rootless, purposeless people who need the security of belonging.

Then we meet some of the so-called rebels from the Berkeley campus of the University of California. Two hundred and ninety-three so-called Berkeley rebels, or activists, as they liked to be called, wore computer punch cards as badges of protest that they were mere cogs in a vast, impersonal education factory.

We meet some young adults, fresh from a debut, with house and furniture damage estimated at $10,000. These young adults or old children in the not quite or second infancy age were not sure why this happened--aggression, hostility, revenge, attention, desire for or against discipline.

On the street corner, we meet a few adolescents--high school aged, some males black-booted and with hair dyed blond, with a transister radio blaring, fresh from Labor Day hi-jinks in an innocent summer resort. As we converse with them--in teen talk, of course, with "hip" meaning attuned to reality, "boss" and "groovey," all things good, "played out," out of style, and "gear," particularly swinging--as we converse with them like you, in the counseling interview, sometimes we are talking to the youthful "us" but often to an adolescent foreign to our personal experience. There are still the startling endocrinological changes, the psychological metamorphosis, the momentous psychosexual developments, the behaviors transitory in nature and really inconsequential in longitudinal development. But the verbalization behavior of this adolescent serves more often than not in contradiction--he is more frequently unpredictable, unstable, ambivalent, insecure, unable to distinguish between essential and trivia and between wish and reality, over-reacting, because of limited experience, to himself and the events that surround him. The peer group dominates his thinking; in fact, his participation is made quite mandatory among its agenda and credenda. When we chide these adolescents for their tendency to shun responsibility, especially in terms of life planning, when we complain to them that time is vague to them and that they are not particularly concerned with events not even distantly removed from the present time, they retort, "We live for today."

What in reality are the social scientists, the Berkeley rebels, the young adults and the adolescents all saying? (And before we make some unfortunate and critically unfair generalizations about adolescents, let us not forget that they include the Marine Pfc, who spent his 19th birthday hunting guerrillas in the silent jungle around Danang in Vietnam, who smokes three packs of cigarettes a day, collapsed with 46 other Marines when the wet heat hit 127 degrees, fights dysentery, burns off leeches with a lit cigarette, and says that it was hard to believe that someone was shooting at him.) Of college age, or perhaps, just past college age, was the Marine Pfc who was killed in action in South Viet Nam after writing his wife, "I am only 23 years old and one hell of a lot too young to die for the likes of people who condemn those who try to keep their country and their way of life safe."

But what are these conversations and meetings telling us directly or indirectly, consciously or unconsciously? They are crying out that recent years, while creative (especially technologically), are identified with transition, challenge, turmoil and danger. There are bewildering and frightening contradictions--a dual philosophy, with an idealism at one pole, a valuing of the individual, a humanitarianism; and at the other pole, a utilitarian, materialistic concern of some immediacy and recency and with depersonalization through science and technology. Employment is high, but there is unemployment, even with a great demand for trained and specialized technicians; for many, including young people, lack the basics for effective work participation. Average earnings and personal income are high, but there is poverty. Automation brings not only real economic progress and freedom from want and toil, but real problems of dislocation and readjustment. There are and will be few jobs for the inflexible, the uneducated and the untrained. A person may expect to experience several occupational shifts during his life. Our adolescents, and also our post-adolescents, fear loss of individualism in our population boom and are searching for an identity, for self-realization, in an other-directed society. They strive for realistic individualism nurtured in the context of social organization, for learning to be an individual in a group setting. Along with the turmoil, the contradictions, and the loss of identity, our conversationalists point out one force in the world that stands out above all and complicates the whole picture--namely, change, which then becomes an important dimension in counseling. In the light of this, against this background, what is the counselor to do?

With change rampant, the counselor must become a catalyst for effecting a much better match between the jobs we have and will have and the people we have to fill them. This means counselor knowledgeability in education, training and re-training areas. This means counselor adaptability to change as never before. This means development in the counselee with the help of the counselor of maximum ability to adjust to change, to withstand its onslaughts, and to take advantage of changes that occur. How does a counselor help the counselee adjust to change? The counselor must assist counselees to develop techniques of problem solving and decision making--critical and creative thinking are parts of this. Definition of problems, collection and analysis of pertinent data, clarification of alternatives, formulation of possible choices, checks on their validity--the counselor assists in the facilitation of all of these. The counselor (and this is one reason why training is being urged in related disciplines, such as sociology, cultural anthropology, social psychology, economics) helps the counselee to understand the effects, both helpful and harmful, which various socio-economic, psychological and cultural factors can have on vocational and educational decisions and plans. The counselor must value creative thinking, develop tolerance of new ideas, encourage and evaluate self-initiated learning, and urge the working out of the full implications of ideas. Undue caution and risk-taking by counselees should be balanced, so that counselees will dare to be intellectual and vocational pioneers in the future.

How does the counselor help the counselee adjust to change? The counselor, as ASCA states, not only serves "the need for the pupil to develop personal decision-making competencies" and his need to "formulate and implement plans for his further development," but his need to understand and accept himself. It is this self-understanding that leads to a comprehension of strengths and techniques that he possesses to cope with change. This charge presupposes that the counselor himself in training has developed self-insight, has identified and practiced his strengths in counseling, and has recognized, corrected or compensated for his weakness in counseling.

Counselors must assist youth to develop sound self-appraisal techniques that can be used throughout life--indirect and informal ones in the early school years, increasingly direct and comprehensive ones later. Perhaps this is guidance in self-appraisal, or recognition that man must grow from the inside out.

What are the implications for you as you consider new directions in vocational guidance and improvement of graduate course offerings to give more timely and realistic vocational guidance to youth?

The counselor must secure knowledge of current and reliable sources of occupational information so that he keeps up-to-date on the local, regional, state, national, and international world of work, including trends, projections, critical changes and shifts, and occurrences of technological obsolescence. He must have information on the conduct of community occupational surveys, and surveys of a single craft or occupation, selected occupations or an industry. The counselor must have knowledge of legislation and referral agencies with respect to employment, training and retraining, as well as of pertinent audio-visual aids. The counselor must be aware of certain current hypotheses and research, including thinking about the importance of work in the future as a major source of psychological identification, direction or self-fulfilment, which denies our theme; the difference between job and vocation; persuasive behavior by the counselor in the planning process; the possibility of automating in educational planning about 90 percent of the counselor's pre-interview behavior and 75-80 percent of his interview behavior. But, in the light of our hypothetical conversations, he must also have data on the psychological and social characteristics of various occupations. This includes the psychosocial aspects of work, if you will, such as the particular culture of the shop, the status characteristics of a position, the way in which personality needs can be met in a work setting, the identification of different worker characteristics, adaptive and compensatory, particularly in new and evolving occupations. Above all, the counselor must have an understanding of vocational choice theories and of vocational maturity, so that he can determine the counselee's readiness for vocational planning and the choice-making tasks with which he is faced and with which he is to be helped.

I like the theme of the September 1965 Thirteenth Annual All-Ohio Guidance Conference, which says volumes to us in these words: "Change: By Choice or Chance." Let us remember that the Project Talent report, based on data from 48,000 students surveyed in the 11th grade in 1960 and again a year after graduation, stated that students have been faced with career choices which they are not adequately prepared to make, leading to frustration, failure and a waste of time and effort. "Only 27 percent of the boys surveyed in 1960 were still planning the same careers a year after graduation."

The most fitting conclusion to this presentation comes perhaps from extracts from the March 1965 issue of the National Vocational Guidance Association Newsletter. Under the heading of "Vocational Guidance Tomorrow," it states:

"Vocational developments occur in a life. Events relevant to the development of personality and vocational activity as the interface of person and situation are identifiable in infancy and the effects of the development are experienced and perpetually re-shaped throughout life. Vocational identity is defined in social context. Vocational guidance is professional activity exercised in any stage of life with the intention of heightening the subject's awareness of the interface he has constructed between himself and his possibilities. The intention is to help the person assume full responsibility for the advantages and disadvantages that accrue from his decision of a vocational nature. Vocational guidance includes use of the teaching and counseling processes by which a professionally trained individual works with another person or group of persons, irrespective of age or employment setting, to:

1. Broaden his (or their) knowledge and understanding of the place of work in the socio-economic pattern of societal and cultural development.
2. Aid and assist him (or them) in obtaining as much factual data as possible and in gaining a realistic insight into knowledges, abilities, skills, attitudes, interests, and characteristics and the relationship of these to job election, satisfaction and performance.
3. Help plan a future course of action to prepare for: entry or re-entry into gainful employment, retirement, appropriate utilization of leisure time, and more effective total life adjustment."

PRECEDING PAGE BLANK- NOT FILMED

TRENDS IN THE EMPLOYMENT SITUATION

By

Dr. Seymour Wolfbein
Economic Adviser to the Secretary
U.S. Department of Labor

I can't think of any other field, except perhaps religion, that has the courage to take on as much as the guidance and counseling field. Because, when all the chips are down, what you're saying is that you're going about helping people to make a better adjustment to their environment. And that means that you have to be experts in at least three things. First, you have to know the people. You have to know them very well, if you're really serious about being able to help them make adjustments to their living environment. And I understand you do all sorts of things in this connection, like testing people, keeping cumulative records on them and somehow getting to know them as well as possible.

The second thing you have to do if you're serious about this matter is become very perceptive and knowledgeable about the environment.

And then you also have to develop some artistry in putting the two together. I guess this is why you give courses in techniques of counseling on how to be non-directive.

Because of our particular bias in the United States Department of Labor, we think that perhaps you don't really major enough in the field of occupational information. I don't mean to denigrate the other fields, but I consider it a real privilege to be able to talk to you in a setting that gives importance to occupational information, to the job market. I think that in the next 5 to 19 years this is where you and I are going to meet the acid test. Here are some of the points that hopefully may serve as a context for all the work that we are doing and will be doing in the years ahead.

The first item relates to the upcoming manpower in the United States. In the next 10 years we are going to have an increase in the labor force of approximately 14-1/2 billion, which is a big increase. These figures are fairly accurate because they are given practically demographically. But much more important is what makes up this increase. First are the young people, 14 to 24 years of age in the coming decade. They are the people who have come through and will be coming through our educational system and making their first full-time entry into the American labor force. Now 37 percent of this entire net increase is going to be made up of these young newcomers. That's roughly one out of every three, and that obviously is a very significant statistic. Now there is another big age group 25 to 34. They're going to make up 43 percent of the net increase in the labor force. And there is a group of the so-called older workers; these are people 45 years and over, and they are going to make up 27 percent of the net increase.

All of these percentages add up to 107 percent, and no statistician, especially in the Labor Department, is permitted to do anything like that. The answer, of course, is that an age group was omitted--35 to 44 years of age--and that's going to be minus 7 percent. This figure shows the shortage distribution in the upcoming increase in the American labor force. That is the manpower profile of the United States: just like an hour glass with a big bulge of the younger age groups, a big bulge of the upper age groups, and a very narrow space between. By 1975 there will be one million fewer workers aged 35 to 44 than there are now in 1965. People in that age range were born in the decade of the 1930's. That was a depression decade economically and also in birth rate. So in the next 10 years, we are reaping the results of the 1930's.

Now what kind of manpower picture exists when at the most popular prime working age group there is a minus? This is the age group with people who have already had some career development. This is where the executives are, the managerial, supervisory, and professorial people. And shortages already have developed right in the age group where experienced personnel are wanted. When you try to run a college, a department, a government bureau, or a store, you are going to have trouble getting experienced personnel.

We think that this is one of the brighter signs of the coming decade. One of the big lessons of these few figures is that you have to advance the career development of young people and you have to do a smashing job in terms of placement and utilization of the younger people. This is the only way in many, many fields of our country that the job is going to be done well.

I'll give you one more almost unbelievable statistic. One out of every three people alive and kicking in the United States today was not even born before 1950. This is the group that we have to prepare for the coming decade. And I must say that I think you couldn't have chosen a better year for running this conference because this is the year when there are a million more 18-year-olds than there were a year ago. On the average, 18 is the age at which people graduate from high school. It is getting difficult to get into college, and in some of the states this has become a major political issue.

The second item is our old friend automation and technological change. I don't have to belabor the point. Automation and technological change is something that this economy needs very, very badly. We need it for our own domestic growth; we need it to compete internationally. And we are getting an accelerated technological change--on the farm and off the farm. We produced 7 million automobiles in 1955 and 7 million automobiles in 1963, but there was one difference. It took 17 percent fewer workers to put out the same volume of cars in 1963 than in 1955. You can call it increasing output per man hour or reducing man hour requirements per unit of product, but it's the same thing in plain English. Automation and technological changes reduce the amount of manpower that is needed to put out the goods and services that you and I buy. And there is nothing in the offing that is going to change that trend. Technology is increasing, and that is going to be another big factor affecting the context in which we will operate.

Now put these two items together--the young people coming up and saying, "Here I am with my talents, interests, aptitudes and all the other things you measure," coming up against the world of work where, year in and year out, there is going to be constant pressure to reduce the manpower needed to put out what you and I are buying.

The third item concerns the number of employment opportunities. It certainly has an impact on occupational, industrial structure. Only 5 percent of the entire labor force is unskilled. We are the only country in the world where a majority of our workers are producing services. As 1965 begins to draw to a close, there are 10 million more workers in the service-producing areas of this economy than in the goods-producing areas. The number of goods-producing employees in this country now only equals the number we had in 1919. This is a world in which we have to move our young people to a basic focus on the production of services. This is one of the major outcomes of our fabulous productivity, by which we can turn out goods with enormous ease. So the third point I want to make is what this means in terms of unemployment.

According to Labor Department figures, in September, the number of unemployed people fell below the 3 million mark for the first time in 8 years. It was 2,875,000. Is this a big figure? The question that should be answered is, of course: how do you define unemployment? The number of people unemployed can be defined as those people who are making an active effort to secure employment. You've got to get out there, go down to the employment office, answer the want ads, go down to the factory gate, or in one way or another exhibit some activity that shows that you are making an active effort to get a job.

In September, 1965, 4.4 percent of the American labor force was unemployed. Does anybody know what the unemployment rate is for Appalachian teenagers? It is about triple the overall rate. Does anybody know what the unemployment rate is for Negro teenagers? It's 27.1 percent. Does anybody know the unemployment rate for Negro female teenagers? It's 34 percent. If you have 4 years of college education or more, your unemployment rate is 1.2 percent. If you have less than 8 years of schooling under your belt, you have an unemployment rate of 16.7 percent. That's enough. After 56 months of prosperity--the longest peacetime prosperity phase in the business cycle in American history--we are left with a group of jobless who, in our opinion, are exactly the clientele of the guidance counseling profession.

As a professional economist, let me say that in just the past year we have added 2-1/2 million jobs. In terms of the structure of unemployment in this country, we are left with three major groups that I think you and I are going to put up with more and more in the 10 years ahead. I would summarize by saying that they are the unskilled, the uneducated, and the unwanted. The unwanted are made up extensively of people who are discriminated against. Two out of three of the unemployed we count never went beyond high school. Thirty-five percent never finished grade school. Can the guidance and counseling people do something about it?

Do you know what is happening in this country? We have gone to the Congress in the last several years and we have said, "Please pass the following piece of legislation," and you know what? They did. They passed it! You name it. They passed it! And, at our insistence, every one of these pieces of legislation has a provision in it that requires that the clients involved get guidance, counseling, and testing. We said, "Put it in." They put it in.

What has happened now? According to our estimates, in the next 3 years to meet the demands that have been placed upon the system by this legislation, we need a 90 percent increase in the number of guidance and counseling personnel (which we are not going to get). We pass the Library Act just like that. It generates demand over the next 5 years for over 100,000 additional librarians. How many librarians graduate each year? 2000. The Congress just passed a measure for setting up centers for heart, stroke and cancer. They left out one little item. They forgot to say how to get the doctors, nurses, radiologists and all that complexity that is supposed to man these regional centers of experts in the field of medicine. May I remind you of the one million decline in the number of people of prime working age? Unless some disaster occurs, like a war or some other trauma, the outlook for the college-trained is tremendous. But don't get me wrong. There are frictions. If you were in my county, Montgomery County, Maryland, and you were a newly trained teacher of social studies, you might find it a little difficult to get a job. We are going to get some such different frictional developments, but it is very, very difficult to come up with a college-trained field that will not have, in the next decade, a very important place. The increase in income, the increase in levels of living, the increase in demand for more and more, and apparently for better and better, is coming across the whole professional complex. In the elementary and secondary school levels, between 1965 and 1975, there is going to be a demand for 2-1/4 million more teachers, and I think the demand will be particularly severe in your field.

When you project these demands, you know that unless a miracle happens, the number of people aren't going to come up to match the projects, but the projects are going to go on anyway. People are going to be taught; people are going to be counseled; people are going to be doctored. And that, I think, is one of the major parameters in terms of problems for the next decade. With what terms of quality are we going to do our job? We anticipate substantial shortages of quality performers on the one hand and intractable problems of unemployment on the other, especially among the unskilled, the uneducated and the unwanted. This is the economic context in which you and I will be operating for the next 10 years.

Now, as this is the case, I would like to submit a few propositions for you to consider. Some are now actively being tested as hypotheses in training and retraining programs of the United States Department of Labor. I don't know how they are going to come out, but they are being tested now, and we urge that you join in the testing of these hypotheses and in the building and conduct of corresponding programs in the fields of education, guidance, and counseling. In the economic context, everyone can be trained; I challenge you to name a group that can't. Our definition of education is the first formal round that people have with the structured school system. Training and retraining represent subsequent experiences, and we are saying that everybody can be trained.

An editor of *Harper's* magazine, John Fisher, has said that jobs are getting more complicated but that the normal distribution of intelligence remains unchanged. That means a bigger number of people on the left-hand side of the distribution of ideas cannot perform the growing complexity of jobs of a different type of technology. Now I hope you don't agree with this. My favorite story is of the automated dishwasher that was going to replace this so-called service occupation in restaurants.

It did have an impact but, fortunately, there was one piece of dining equipment that this machine simply could not deal with. I am not going to keep you in suspense. It was coffee cups from which females with lipstick had drunk. This machine cannot clean them. Isn't that wonderful? That was the best news I had heard in the first year of the Manpower Act, and you guess what we did. We hired 15 people called mental retardates. They do something that would kill you and me. They stand beside this equipment. And they get paid and they go on the subway. Going on the subway is the most dangerous thing that they do, apparently, and here we've got 15 people who are completely refurbished, and what makes economists happier? It is tremendous.

Now if you can do that, I think you can do anything. At any rate, we are out there saying everyone can be trained and the reason we are doing this is because we challenge the concept of unemployability. Everywhere we go, we get the story, "Aren't there a group of people who don't care?" "They wouldn't work if you wanted them to." "They love to draw unemployment insurance." "They adore being fourth generation relief and they wouldn't go near a training program."

To test this hypothesis, we scheduled a program in Norfolk, Virginia. We were going to get 100 intractable, unemployed, disadvantaged Negroes and we were going to train them. Somebody had to go down there and recruit these people and I volunteered. I was born in Brooklyn. I hung around in pool parlors. I thought I knew these characters. I went down to Norfolk, Virginia, and I couldn't recruit anybody. That kind of environment I had never been in. Instead, we signed a contract with Virginia State College. They did the recruiting, and we got 100 of these people into our training and retraining program. Everyone of them stuck. It is true that we had to get some additional money, because all they got was $24.00 a week under the Act. They could make more being on relief if they had a family of three or four. We began to learn what motivates people and what doesn't.

Now, these people don't show up in the unemployment figures. They do not read the papers and answer the want ads, and they do not get dressed up and come down to the local employment office to be given the G.A.T. We need help in the guidance and counseling profession in testing proceedures devised for these people in new and completely different concepts of client relationships. What a frontier! This is what we have to do for the next 10 years.

The second proposition we have, which I think is the complement, is that everyone needs to be trained and retrained. I challenge you to name a group that is immune to that hypothesis. Our definition of training is a process that helps the individual to withstand the inevitable changes that will occur in the relationship between his readiness and what he will be called upon to do. It is a process that will help the individual to withstand change and the obsolescence of what he had learned.

How do you get across this message? It might not be so harmful if it doesn't get across to some of our professional and technical personnel. But not to get it across to the mass of people in the American labor force is going to be tragic--absolutely tragic. Everyone needs to be trained and retrained. If you look at the amendments to the Manpower Development Training Act of 1965, you will see in Title I, a new section that permits us now, designedly, to give the same kind of training and provisions of allowances in programs to professional personnel as to any other kind of personnel. If you know professional people who need a little refurbishing, tell them about the new amendment to the Manpower Act.

Another proposition is one that is obvious. We said everyone can be trained; everyone needs to be trained; and the third one is that every place needs the training and the retraining programs. I call your attention in this connection to material put out on the change of geography in American industry. Not only do people move in the United States of America, so does employment opportunity. Every place needs training and retraining because of changes in geography in

American industry. One out of every 6 jobs is located in just 3 states in America--California, Texas, and Florida--and it wasn't that way a short time ago.

We mentioned three major parameters of economic environment: the manpower profile, the accelerating technology and the resultant side-by-side picture of shortages of people in some fields and unemployment of a distressing sort for other people. You people are meeting in 1965. This year is a beginning. The long, hard road is ahead. Right under our eyes, in the past few years, three matching revolutions have occurred. It is easy to look back and discern trends, but it is a very different exercise to perceive what is happening right now.

The first item is obvious. I would call it the revolution in economic policy in the United States. In the last few years, an absolute revolution has occurred in the fiscal and monetary policy that this country is using. The Congress cut taxes, for example, with the deliberate purpose of decreasing unemployment. If you pick up at random a 1960 or 1961 newspaper or magazine that was reporting a speech in favor of cutting taxes even though we have a budget deficit, you know what the editorial would have said! It is incredible, but this has now turned out to be the conventional wisdom. Change has finally made it so, for better or for worse.

The second, matching revolution I would call the manpower revolution. This is the revolution that is taking place in manpower policy, and it is bound up with all the legislation that we talked about. Back in April, 1962, I attended a signing ceremony in the White House. Mr. Kennedy was signing the Manpower Development Training Act of 1962. It was a tough fight getting that through Congress. It was a long, long, hard struggle. That was April, 1962. Three years later, almost to the day, in April, 1965, I attended another signing ceremony. President Johnson was signing the Manpower Training Act of 1965. You know what?

You know what kind of vote that the Act got in Congress? 392 to 6. The only other things that have gotten that kind of Congressional support, ladies and gentlemen, are Mother and the Flag.

I feel that the third matching revolution, which is more difficult to articulate, is that with these policies and programs at our disposal we can now innovate. We can now generate challenges as we have never been able to do before. We have to increase and vary the transactions, the encounters, that people have with their environments. I think that if you accept my definition of educational training as the process of helping individuals put up with, respond to, be adaptable to, be flexible in, be maneuverable to the changes that are coming up, you and I have to see to it that we increase and enrich the encounters that our clients have with the environment. If we can do this in terms of what is coming up in the employment and unemployment arena, then we are in. We are really in.

PRECEDING PAGE BLANK- NOT FILMED

LABOR'S VIEW OF EMPLOYMENT FUTURES

By
Morris Iushewitz
Secretary
The Labor Council of the City of New York

This country has always had a streak of idealism, utopianism, historically speaking, that colored the thinking of the people, colored even our economic growth. The founding fathers of this country had such a great and broad concept of democracy, and it colored out history in such a way, that no matter how discouraging life was here, and no matter how bad it was (and it was pretty dreadful at various times), still and all, masses of immigrants came to this country with this utopian concept of what America could be. It is no exaggeration to say that many of the immigrants who came here literally expected to find gold in the streets, happiness, and freedom from various pressures.

My own parents came here this way. They came here because my father said he couldn't live as a Jew in Russia under the Czar, and he wanted to be free. Freedom for him meant coming to the United States and being free to worship as he pleased and freedom from persecution of all kinds. He became a house painter and, before he died, I asked him to describe a day in the life of the American worker in the early 1900's. I said, "When did you go to work?"

"As soon as it got light."

"What about lunch? How much of a lunch period did you have?"

He said, "We never had a regular lunch period, but if you finished painting your room around noon you went down to the nearest saloon and, as I remember, Milwaukee had a lot of saloons, and you got a beer and hit the free lunch counter."

I said, "When did you quit"?

He said, "We quit as soon as it got dark."

"What did you do after supper?"

My mother answered for him; she said "He fell asleep over there in the chair."

Now here is a man who had no radio, had no television. I don't believe he ever went to a theater in his life. He lived for his work, and I recall very vividly hearing him say so often the old German phrase, "Arbeit Machen die Suss ("Work makes life sweet").

How much sweetness there was in it for him and for the other workers in this country I do not know, because it seemed to me that the only time he came to life, was Friday evening, when he would bathe, get cleaned up, and go to the synagogue. He repeated the same thing on Saturday and that was his life; that was his freedom. He was a scholar, as far as Hebrew was concerned, but he got very little chance for it because he was working all the time. He developed a pride in his work, a pride that is probably missing nowadays in most jobs, but that was the life of a worker around 1900 in the United States.

Now, in this country we have had a number of revolutions. Because they were peaceful, because they were not, mostly, at any rate, the kind that you fought out with rifles at a barricade in the European style, we did not call them revolutions, but they are there and they have had an enormous influence on us. The Jeffersonian Revolution and the Jacksonian Revolution opened the political doors wide for the American people; suffrage became universal and participation became almost universal. That period, also, saw the beginning of our whole public school system. You might be interested to know that here, on the eastern seaboard, the young labor movement of that period was active in the creation of the first public schools in the United States. It was not an economic movement; it was primarily an economic and political movement, and it was called the Working Man's Party. Now, we had a great Civil War, a four-year war, and that settled the issue of slavery, (at least we thought it did) in this country. Following the Civil War, we had the Industrial Revolution, when we became an industrial country. Following that, in sequence, if you want to call it that, we had the Racial Revolution, a real and very important revolution, when the growth of political and economic democracy became a factor in our national life such as it had never been before. We also had, coincidentally, Agrarian Revolution, a revolution of mechanization on the farms that resulted in 75 years of a reduction of our farm population from 80 percent to less than 8 percent today.

I might tell you that I had the occasion to address the Farmers Union people. They had a convention in New York City, and they filled Carnegie Hall, which is an impressive hall, as you know, and has a great many seats in it. When I got up to speak, I took a look around at the farmers who filled the orchestra and the balcony and I began by saying that I did not know that there were that many farmers left in the United States. There is an element of truth in that; farming has become mechanized. It is probably as good an example of peaceful mechanization as you would want. Now the people who moved from the farms into the city in that period had room. They could make that transition from being farmers or farm workers to industrial workers. There was room for them, and you did not hear very much about it, because it took place very peacefully.

All this time, beginning about 1880, you had the growth of the American Labor movement patterned primarily on the British Labor movement and copying many of its characteristics.

The ideological economy movement at that time was primarily concerned with craft workers, craftsmen, and they organized slowly and painfully against a society that was very much opposed to them, a society in which church and government and pretty nearly all the elements of society joined in opposing the organization of workers. Now, that growth was a slow one and it was an idealistic movement that was trying to lift up the standards of the working people of this country. The first 12-hour-day-for-women law was passed in this country about 1840 in Massachusetts. So you can see what a long way we have come, and also how long it took to do much of that job. Much of it was accomplished during the Roosevelt Administration, when the laws were changed so that the basic right to organize and to strike was made legal, and when 14 or 15 million workers were organized in about 10 years. Now we have got a labor movement in this country that has, roughly speaking, between 18 and 19 million workers. We have a total work force of some 75 million workers in this country today; the work force fluctuates a little, but not very much. This is not truly a work force in the sense that every man in it is a "worker." You have the self-employed; you have the professionals. All are included in this 75 million figure. You have along with it an almost constant figure of 4-1/2 million unemployed workers. You have another uncounted group that is underemployed. You have people who are working short work weeks, two and three days a week. My own estimate, and it coincides with that of a great many of our economists, is that this underemployed group would run somewhere about 2 million workers. Now, every indication is that this group of underemployed will increase. You have young people coming into the labor force at the rate of about a million a year, and I believe that the manpower figures indicate that they will continue to come into the labor force in that number for the next 10 years.

What kind of a world are they coming into? They are coming into a world in which our own economy is in the grips of two revolutions, two very important revolutions, which will have tremendous effects on us and on our thinking and on our lives. One is the Negro revolution: it is a fact that, 100 years after the Emancipation Proclamation, there is still a tremendous job to do to bring first-class citizenship to some 20 million of our people, who happen to be of a different skin-- people who have been neglected, who have been denied their rights and who are now very loudly demanding these rights.

The other revolution is the automation revolution, and that one is going to affect us very, very profoundly. The automation revolution is a little-understood factor. The first industrial revolution was a very obvious process as it occurred in the two classic countries of industrialism, England and the United States. In both countries, it meant that the farm was denuded and a new group created, an industrial working class to man the machines that the industrial revolution brought.

In both industrial revolutions there was a tremendous and a rather lengthy period of growth, an ability to take into the economy and take into the work force all the people who could come into it. In this country we had such a shortage that we deliberately invited immigration from abroad. We can truly be said to be a nation of immigrants, and most of these immigrants in the modern period came here since the 1880's. You had a process of urbanization. (That shortage, curiously enough, still exists, because in New York City we have had an immigration into the city of the last 12 years of some 700,000 Spanish-speaking workers and another 500,000 Negro workers from the deep South.)

What is the automation revolution doing to us?

First, we now have a group of 4-1/2 or 4 million, if you like, of fully unemployed workers, most of whom will never work again in their lives in the industry from which they came, and then you have an underemployed group. Now all the prospects are that this group of 4 million will grow and I have seen calculations, that this figure by 1970 will be 13 million unemployed. When you add to that the million young people who are coming into the labor market for whom there are no jobs or of whom very few can obtain jobs, it is a pretty dim prospect that we face.

Now automation, and I have seen the effects of it, I can tell you. I was on two federal wage boards in Puerto Rico. The first wage board was a tobacco industry wage board. The first time I went down for this wage board, one of the places we visited employed 800 women stripping tobacco. I went back to the same place three years later. The 800 women were gone; the antiquated plant was gone. There was a modern automated plant, a very gloomy place full of conveyor belts and gauges. In that vast expanse of gloom, there were 17 men walking around taking readings of gauges. If any one of them was doing anything else but reading the gauges, I couldn't see it, and it might interest you to know that the management apologized. They had just got the plant under way and they thought 17 were too many workers. They thought that they would shake down to about 11 or 12.

Now this is not an isolated example. I come from the Newspaper Guild. That is a union that I helped organize early in the 1930's along with Heywood Broun and other people of that sort. We, in the printing industry, are face-to-face with that automation revolution. They do have computers that can do most of the work that the mechanical force does in the printing room, and they do have other electronic devices that will take away the work of the reporters and the rewrite men, the group from which I come. Now that is happening all over the country.

A man, whom presumably some of you may have known, when he was President of Queens College and then superintendent of New York City schools, John Theobold, is now working for United States Industries. His job is to sell teaching machines. We have 50,000 teachers and a great many problems with our teachers in New York City. As a member of the Board of Education, I don't know whether I should welcome the coming of the teaching machines or not. But the late John Snyder, who was president of United States Industries and a very fascinating man, a man who was of great social conscience, was simply dumbfounded by what he was doing. He himself told me of visiting one of his own plants in Arkansas, where many of these automated machines are made. He told of going through those cavernous plants and not finding human beings. And this was the result of his work. Since he had a strong social conscience, he wanted to do something to alleviate what automation was doing.

Well, the unions that I represent in this city do not have a real program for combating automation. In the first place, automation should not be combatted, should not be fought and most of us know it. It should be welcomed. But, there are certain fallacies that the other side, the industrial government,has come forward with. They have claimed that automation will make new jobs. That has not proven to be true and the prospects are that as this automation revolution proceeds, it will begin to expand tremendously. We may have this on us much sooner than we expect. It is ironic how little recognition there has been of the fact that we are now in the grip of this tremendous industrial revolution, the second industrial revolution. Very few politicians pay any attention to it. The best that labor can come up with is really two points of a program. One is the request for a shorter work week, which is a good thing but not a very important factor against automation. The other is a rear guard action such as the unions in the printing industry are fighting to prevent the inevitable.

Let us take these factors of the automation revolution, the Negro revolution, and the increased number of young people that are coming into the industry, and let us see how it is affecting our economy. I said that the answer to what we are going to do and how we are going to get jobs for these people is a very grim one. We have not come to grips with this problem. We have done very little. There are a number of things that can be done to combat this. I would like to tell you of some of the steps that we can take to harness this monster that we ourselves have created.

First of all, I think must come a realization of what we think and how we are going to handle it. The first industrial revolution, as you know, was as bloody as any war that was ever fought. It was such a classical episode that I don't think I have to go into it at great length here. You remember that in England they emptied the poor houses, they emptied the orphan asylums, and they chained children to the machines. As I said, it was a very bloody process. Now, conceivably, if we don't realize what we are in for and if we don't harness automation, we may be in for something of the same kind. I doubt whether the American people, who are a peaceful people and able to bear aggression long, would again suffer the disadvantages of unemployment such as we had from 1929 on, when 14 million workers were out of jobs and when the country was prostrate. I doubt whether we would go through that again. So we must recognize what we are in for and we must do everything possible to harness this monster, to socialize it, and make it serve human ends rather than destroy society.

First of all, I think, we must realize that education will play an enormous role in automation. I think we have come to a point where we can almost tell mathematically, the amount of education needed in each kind of job. I think we have to overhaul and expand our entire educational system. I think that we have got to increase the school age law; the one we have is 16 years you know. We must make it either 18 or 20 or perhaps 21. We must see to it that every child, boy or girl, capable of absorbing an education, gets a free public education that will go through 14 or 16 years, in order to fit him for the kind of society that he is going to live in. This future society is already beginning to show, and the prospects for those that don't get an education that will fit them for work in the automated society are very grim indeed. They cannot even be hewers of wood and drawers of water. There is no necessity for them.

Certainly, you people who work in placement must know that the first group of jobs to disappear (many have already disappeared), are what the economists and social workers are fond of calling entry jobs, the menial jobs. There was never a time in my memory in New York City, and that goes back a good many years, when a person who wanted a menial job of some kind, couldn't get that kind of job. They're gone. They're gone and they won't come back, and what's happening to the kids that leave school, especially the dropouts, is that you have a system that still does not know what to do with them. I must be frank and tell you that the educational system in the city and all over the country is very glad to get rid of most of them. But what happens after leaving school at an early age is that the boy or girl gets an entry job of some kind, works 4 or 5 weeks, and then is back on the streets with nobody to show any responsibility towards him, with nobody to ask him what he is doing and nobody to show him where to go.

So, we must revise our entire educational system. We must do this particularly because we have let our public school system run down. We have let it run down not because we do not have the teachers or the capacity to handle that. We have let our public school system run down because we don't want to put up the money, and that has been true all over the country. It is true in New York City. We must realize that this is the foundation, the cornerstone on which our whole economy rests; and that unless we are willing to meet this problem face to face and to give the educational system the money to do the work with, and it is a difficult job in view of the kind of society that we are living in, we will fail completely. Very often I have judges complain to me that they don't have enough places to send youngsters. The judges say to me, "We have to spend several billion dollars and put it into brick and mortar so that we can sentence these delinquents, and these kids from broken families." Frankly, if I had a choice between putting it into brick and mortar and putting it into a better education, I'd rather see it go into an education that will prepare these children for a better life, not for a fancier jail or a fancier house of detention.

There is another thing: we have got to change our thinking a great deal. We've got to be ready for radical economic measures to handle this. There is nothing sacred about a 40-hour week. I think I told you that my father thought that a 60- or 70-hour week was just about right. He thought that was sacred. He thought that everybody should work that. We have come to a 40-hour week. There is no reason why we must have a 40-hour week in terms of productive ability, in terms of machines that can do the work and get us the product. Why, for me, it is almost utopia! When I first started out as a labor representative, a representative of my own union, the most frequent complaint of employers was that the workers were late, that they wouldn't do a day's work for a day's pay. I haven't heard that argument for more than 10 years. I don't think any employer in his right senses would dare to bring that argument up because it doesn't exist any more. The production figures would belie anything of that sort. I don't know, maybe the nature of the workers has changed. My guess is that the nature of the system of production has changed and that this argument is no longer a valid argument. So why must we stick to 40 hours? I don't participate in negotiations very often nowadays, but the people who do tell me that employers get panic-stricken at the idea of a cut in the work week. Very often the union that is looking for a cut in the work week will instead be offered much more money than they asked for. A union that would ask for 20¢ would be offered 40¢ or 50¢ an hour rather than cut a work week. Now, I think that is a very shortsighted point of view. We have got to change our thinking because we are in for so radical a transformation of our economy that we can only meet it with a radical change in thinking.

You remember all the furor that was created when the electrical workers asked for a 25-hour week. The entire world was aghast at the idea of a union asking for a 25-hour work week. Well, they have had 2 years experience with a contract and you know what it did. It enabled this particular union to take in a thousand extra apprentices, of whom 400 were Negro and Puerto Rican employees. That is because they cut the work week. So, let us cut the work week radically.

Another thing, there is no reason why an economy as abundant as ours can be, should not have a place for the payment of a decent living income to workers who cannot be used for work. Have you ever thought that we may come to a period when work will be a privilege instead of a right? When work may be for those who are best able to do the kind of work that we need in the economy, rather than for everybody. These are some of the thoughts that are going around. These are some of the concepts that will be held. There are many steps that we have to take short of that.

We are faced with some immediate problems, partly the result of automation, partly the result of the Negro revolution. I would suggest for your consideration, first, that we need full employment right now. We need it very badly. We need a job for everyone who is capable of working. Now, there is nothing very radical about that. We have had it before. We are also today fairly cognizant and knowledgeable about the whole economy. We know about deficit spending. Of course, it is a target for some people. May I suggest to you, if we are to handle the Negro revolution, if we are to handle the young people who cannot find jobs, that one of the first things we should do is to entreat and persuade our national government to put 15 billion dollars a year to work in public work? May I suggest to you that the entire poverty war will miss the point unless this is done! Public work and immediate jobs for everybody, and there is no reason at this time why we cannot do that. We are now putting 60 to 70 billion dollars a year into preparation for war. A few billions of these taken away from the war economy would work miracles for us.

This is primarily a labor point of view. It is what the labor movement as a whole thinks should be done. Let me say a little bit about modern labor movement and if I sound like a heretic, it is intentional. The labor movement has become pretty much status quo. It has lost its idealism to some extent. At least its idealism has been transformed into responsibility, if you want to call it that. It has some 60 to 70 billions of dollars in health and welfare and pension funds and it is somewhat a part of "the establishment." Nothing makes me cringe more quickly than rolling phrases about the great big powerful labor movement. It isn't anything of the kind. It isn't powerful at all. It isn't at the real center of power, but it has come up in the world and the workers have come up through it. This labor movement needs some appreciation, and some realization, and some activity to its principle. It doesn't always follow the mob. This labor movement has been and can continue to be a great instrument for progress.

Now it, too, has got to change. It has got to change in accordance with the kind of economy that we are living in, and if it doesn't, it will disappear. It will disappear because this kind of economic void is not left for very long. Something else will move in in its place. The labor movement is changing, changing greatly. For instance, it is meeting some of the problems of automation well and meeting some of the problems of automation very badly, merely with a rear-guard action. It is a force for good, though, and it has done wonders, and it still is a potent instrument. For if it weren't around, things would be much worse than they are now.

Some employers have become educated, civilized, whatever you want to call it; they would no longer think of going back to the "old days." But there are plenty of employers who would, and these exasperating strikes that come along are part of that picture. You hear of employers who talk about recapturing what belongs to them as if they had lost a fortress and were about to recapture it by military strength, and that is what many of these strikes are about. Not all of them are necessary, but I would say this to you: We are a democracy in the process of transition. Tremendous changes are coming. It is my own belief that you cannot have a viable democracy without a free trade union movement. I think that point has been proven. Take a look at any dictatorship that comes along; its first considered task is to destroy the trade union movement in the country. No dictator feels free as long as there is a free trade movement around.

What I would say to you, in conclusion, is that we are going in for fundamental changes, political, social and economic and changes in thinking, as well. What we need is for the whole community, the whole nation, all segments of it, to work to solve these tremendous problems that have been created by the two revolutions in whose grip we are now. No one sector of the economy, no one sector of the nation can do this. We should, we must, all work together to do this job of transforming. When we do, I think we can realize the ancient dream of the founding fathers of this country. It is true that Jefferson thought in terms of an agrarian democracy with a superior land-owning class. I suspect that Jefferson and some of the others, great thinkers that they were, were somewhat hobbled by what they knew of Greek history and Greek philosophy. That kind of an ideal is gone. It cannot be restored, but the wonderful wisdom about democracy that is inherent in the thinking of the founding fathers can be used to realize a real utopia for all of this country.

PRECEDING PAGE BLANK-NOT FILMED

SOCIOLOGICAL TRENDS OF INCREASING URBANIZATION

By
Dr. Robert A. Dentler
Deputy Director
Center for Urban Education

The main points I have to make are essentially two: one is that the rapid urbanization that we are experiencing--and which all of the industrializing societies of the world are experiencing at an even greater rate than the United States--at present is unimportant unless we relate the process to some aspects of the human condition. I am uninterested in explaining anything through urbanization, which is merely a descriptive term for a continuous process. I would rather talk instead in terms of the emergent.

What is it that is becoming as this process takes place? This is the same thing as saying that in the study of personality I am interested in the character and the style that one assumes will emerge or in the uncertain conditions to appear. Then one emphasizes and examines the process of what will be coming. Process itself is only of interest for some, say, intellectually. It has neither pragmatic nor moral significance. So my first point is that we have to comprehend urbanization in terms of human communities. You have to ask about the kind of community that appears to be emerging. This is what I am addressing my first remarks to.

My second remarks have to do with the way in which we interpret our hopes and fears about this emergent community. How shall we judge this community? How shall we sustain the judgments, the continuing re-definition that is made about this emergent in certain forms of community? And I think both of my points are important for obvious reasons. One needs to know where the whole process might be heading, and what the in-state form is. And one needs to know in advance how he feels about this and judgments he makes about it.

Sociologically, the main element of the concept of human community is obviously interdependence; for by community, sociologists have always meant the organization of social activities to afford people daily local access to those broad areas of activities that are necessary in day-to-day living. Of course people may get together without counting on one another for service. Where social interaction in a locality is repeated frequently, however, we see at least a first clue to the existence of human communities.

But if we stop here at repeated interactions, we have a slack usage of the idea. A community exists somewhere. It occupies its own physical setting; it is surrounded by other communities. Now, this environmental context deepens our definition. If a community's physical setting has uniformity, then we can identify a community and distinguish it from other social groupings which also occupy a fixed place. A church or even a gas station and its participants is not a community in my terms although interaction in a fixed place may be common to both. To the sociological mind, the fine uniformity of a community setting is that its size and design allow a full range of functions to be carried out within the boundaries. Range is the key idea here. Range is a complex but perceptually vital notion. A town, a village or a city, for example, is not necessarily a community under this definition if it has merely been incorporated or districted by a state. A community supplies geographical or psychological focus for institutional arrangement. It is a place within which one finds all or most of the economic, political, religious, and familial institutions that allow cooperation, competition, and conflict, and these institutions are larger than any of the communities. Their design is common to the culture. In the vastness of the American society, for example, the institutions are common to thousands of adjacent communities. A citizen can move from one community to another and find rather similar institutional arrangements. Also, the total set of arrangements constitutes a national resident community society. In this instance, a modern urban community is a nexus of points in a continuous arrangement where the society, the culture and the individual meet.

Let's go back to this idea of range of functions for a moment. The range of functions has its equivalent in the range of statuses and roles requisite in modern communities. A resort area that is occupied by 5,000 vacationing college students is not a community. A new housing development in a suburban area that contains only young married couples and their young children is not a community. A community, by this view, must offer some population of each kind of person represented in our society, and realization of the categories will repeat itself through the successive lives of the community's members.

By this notion, a modern American urban community includes the central city with its working place and its working classes, its rich whites and its poor Negroes, its imbalanced structure. It includes the satellite localities, more than suburbs, which are dotted around the central city. It includes the dormitory suburbs themselves, and it includes parts of the rural hinterland around those suburbs, which are used with great regularity by people at all points in the metropolitan community.

I'd like to mention, too, that the principle of range of function applies to the life history of generations, not merely to classes of people and activities. An authentic community must extend beyond a single human life cycle. What we are saying first is that a community has to be representative, a representative arc of the larger culture. If the culture knows two sexes, several age groups, several classes, several sects, several ethnic classes, as ours does, then the community must have at least enough of these people to man at least minimally all of the roles and statuses prescribed by the culture at large. Secondly, this community must give these people this table of organization, in some repetition and continuance.

The personnel has to be joined by a succession of lives. The table of roles and statuses must be re-filled successively if you are going to have what I would call a community.

Put this differently--put it in structural functional language, and we would say that communities have evolved because they were the minimal, spatial and organizational units capable of operating to insure human survival. The functions orginally included production and consumption, rearing of the young, social control and mutual participation. As a series of communities took form, many of these functions tended to be carried by the society as a whole. Yet I want to be absolutely plain and explicit so that we see one conception here, one common notion of what a community is, and I am inclined to advance the structural view that a community is the minimal common cast of characters that supports the drama of the biogram. Now, what's meant here is that human biogram involves a progression of each individual through a life cycle and, for groups of individuals, succession over time through interacting generations. Only a community can satisfy the requirements of this condition.

Community in the United States has been evolving since at least 1600, but it was from the start, as you know, an alien transplant. Urban forms were established on British and European models long before the colonies were explored, let alone populated or settled. So a process of imitation underlies formation of the American community. For example, the American urban communal pattern was created by migrants from abroad who came to this new hinterland via seaboard cities. The first permanent human settlement in the United States, for example, was Germantown, now a part of Philadelphia, Pa. Germantown was a key point of entry and distribution of German immigrants, who imported the new settlements in the Susquehanna Valley and in Eastern and Southern Pennsylvania to cultivate their German gardens and build their German farms. With very rare exceptions, these pioneers were urbanites on arrival. Moreover, the seaboard cities that received them became metropolitan communities 200 to 300 years ago.

Over the last century, these cities and later the cities of the interior have begun to lose their sociological boundaries. The vast multiplication of rail and road systems reduced the cost time substantially, and developments increased so enormously with the factory system that the boundaries between communities began to blur by the Civil War. This process has been at its speediest since World War I. Since then urban communities have come to be spread over vast, indefinite areas. People, buildings and the institutions that penetrate them have been tremendously dispersed.

You also know that the largest cities grew originally because of the commercial advantages that derive from the concentration of services. Many commercial and cultural activities depend upon the prior existence of other services. Geographic locations near transport freights and other natural resources became places with services which then could be built up, supporting one another cheaply and profitably. Before 1900, this combination of goods transport and abundant resources in dense settings guaranteed the growth of urban communities. Moreover, size of community begets size. The growth of factory cities made factory cities more attractive to more people. Specialization meant that as more people migrated, more services were needed. This reciprocal dynamic led to the very rapid development of hundreds of large urban communities in the United States over the last century.

I would summarize and say that the result of a great city-ward migration from Europe, from the American deep South and from our own rural hinterlands, and the simultaneous suburban dispersion from the factory core, has been the formation of a new kind of urban community in which we have to think of a community as an area. In other words, a metropolis is not a concentration; it has

2

no fixed boundaries; and yet I shall maintain it is a viable form of human community that meets the structural definition I've advanced.

You know these metropolitan areas from census bureau efforts to treat them statistically in reference to the standard metropolitan areas. You that by 1960 there were about 212 such areas. You know that each contained one or more cities with 50,000 or more residents, as well as a host of surrounding localities. And you know that these 212 communities accounted for nearly 70 percent of our whole national population, inhabiting less than 10 percent of the national land area. Within these metropolitan communities there exist not only their central cities but their old satellites, their old and new suburbs and a kind of rural residue of great importance, the urban non-farm fringe.

You also know that these new metropolitan area communities are vast in size. New York City no longer encompasses one, two, three, four or five boroughs. It must be understood as a community extending across 22 counties. Los Angeles extends over 1,500 or more square miles. Nevertheless I will maintain that these constitute true communities in an emergent state.

The difference between past forms of communities and the present is simply a difference in scale. The division of labor--economic and social interdependence basic to all human communities--has been modified in two respects. Nowadays the division of labor and interdependence can go on across a much larger physical base. Correspondingly, specialization can be intensified far beyond what was possible in the big central cities of the factory era. The inhabitants of a contemporary metropolitan area community may share a common reliance on identical services. Those who live in midtown and those who live in the open country at the edge of the vast area may alike find a friend at Chase Manhattan. A downtown bank will proliferate its locations from the one old bank downtown out to the farthest fringe. This is equally true for countless industrial, marketing, transport, regulatory, educational and cultural services.

Where the service is unique, where recreation is available at one place within a metropolitan area, but not in another, this uniqueness now becomes a basis for intra-area or locality specialization. Locality specialization is how land economists used to refer to the way in which places inside a communal setting become places for specialized economic or other human activities. We all know about this process as it unfolds inside our factory cities of the past. We know how, in New York City, one location becomes a banking district, another a heavy industrial area, a third, residential. We even know types of retail specialization within the pattern. Near Chinatown and the Bowery, for example, to mention two old specialized localities, there is a garment retailing district, and in one city block inside that district, nothing is located except shops, shop upon shop, that sell only wedding dresses. We are less accustomed to thinking of whole communities and even of whole sections of our metropolitan areas as subject to this locality specialization process. Yet, this is an enlarged scale version of the intra-city process which we all understand. It can be seen at its extreme in the metropolitan area of New York City. Here, a string of satellite cities from Jersey City to Newark constitute concentrations of heavy industries, an industrial supply storage area. (Newark may not think of itself as a satellite, but that's all it is.) Other satellite cities in this vast metropolis specialize in portage, docking, storage, manufacture, and the residential network.

Deep strains occur in the evolution of a metropolitan area community. Many of these are rooted in what I would call incompatible rates of change that come into painful juxtaposition. One institutional arrangement or another changes what is temporarily at variance with some critically related arrangement in another institutional sphere. I'll consider this later. But this is strain, and dislocation doesn't mean that a metropolitan area community is not or cannot become a community. It does not mean that a rapidly changing community is in some way socially or morally undesirable. It emerges--a community--on a scale in the American situation,which is fraught with vast benefits and vast social cost. But development and strain are opposite sides of a single coin.

I would like to comment on my second point, the matter of how we shall view this. How shall we interpret this emerging modification of community? Cities have been part of our life for centuries, and the utopia of agrarian democracy, the Jeffersonian dream, has meanwhile been so powerful that American scholars, poets and theologians have damned cities. Socially central to this vision of urban culture as evil has long been the notion that the massing of population gives rise to many pathological social conditions. In contemporary sociological fact, size of community and density of settlement are not correlated with incidents for gravity of social pathology. Of course there is a point where correlation develops. This is best suggested in the Harvard experiments with rat behavior in the behavioral sink, as the biologist calls it. This is a term for a designed laboratory setting with continuing variable quantities of rats, and an increase by the experimenter in the number of resident rats demonstrated that a point is reached where under a condition of extreme congestion with nearly all floor space occupied, some rats showed traffic upset. The frequency of mating, for example, and of successful reproduction declined. Conflict and fighting increased. Some rats, most interestingly, reverted to inner catatonic or paralyzed states of function.

Population massing, in other words, correlates with pathology when some very extreme stage of density is attained. The best historical illustration of this, an overworked illustration, is Harlem. The population density of Harlem was such in 1960 that, had it been common to all of New York City, this city would have contained 180,000,000 persons or roughly the entire national population. Ignoring all other considerations, with households and individuals piled that deep upon one another, social pathologies are inevitable. Directly or indirectly, density affects people in Harlem in damaging and threatening ways. For example, it was so packed in in Central Harlem that over 100 people occupied each acre. Over-use by several households of toilet and water facilities, poor heating system and crowded sleeping quarters reveal clear indications for increased tuberculosis, pneumonia and respiratory diseases. The fourteen parks and playgrounds in Central Harlem are too small and ill-equipped. Children play in the streets and heavy traffic flows around them. Auto accident deaths for children averaged 7 per 100,000 in Harlem compared to 4 per 100,000 in the city as a whole. Like any other extremity, then, sheer population density produces serious problems--only, however, at the extreme.

But Americans have long identified urban evils with the destructive, the demonic, the decadent and the unnatural, in ways that go beyond the idea that population massing is bad. Contrasts are often struck between some imaginary rural dreamland and this modern urban condition. In these dreamland contrasts, we are assured that cities, whether the factory model or the metropolitan model, undermine or hamper family and home life. We are invited to think of the country home of some vague past as a workshop about which economic and social institutions evolved. Urbanization, we are led to believe, debilitates this happy workshop by stripping away the functions of the family and the household, and we are told that hotels, boarding houses, clubs, restaurants, and diversion break up natural family units. Divorce and desertion are stimulated. Individuation presses toward unstable extremes.

We are told that the environment is unnatural. Children allegedly grow up in cities without knowing sun and the green grass. They have no experience, we are told, of the soil or of natural processes and materials. The implication is clearly that children are not only culturally but environmentally deprived. Hosts of programs from fresh-air charity camps, tours to farms, to city zoos with crab grass and cows on exhibit compensate as unnatural but resourceful substitutions.

Americans assume that cities are stratified, racially and ethnically, in a way that other communities are not and that there is correspondingly greater competition and conflict. This idea is often extended to include the notion of the metropolis as the locus of human extremes, of abilities and disabilities, emotions and ethics. Our critics think of diversity as pathology, noting that cities contain more criminals, delinquents, mental defectives and mentally ill persons per 100,000 than does the open country. Homicide and suicide rates are higher in cities. Cities are a locus for vices and excesses of any kind. Here's an old quotation from a 1933 text on the American social problem, for example. Here even the cultural stimulation of the metropolis is damned. An eminent sociologist writes, "Sights, sounds, crowds, currents and movements, these due every moment. Papers coming out hourly. All of these are excitants, if a cultural void, in the modern city. The average person in the city is over-stimulated. Too many appeals. They all produce superficial thinking. Excessive stimulation breaks down nerve control. It results in disintegration of personality."

Arguments about city life are sometimes reversed. The city is treated as the container of all the best that is civilization. Here we have the human praise that has several bases. One is that the city compels and stimulates an exuberant life of co-operation. Also that social life reaches an alleged zenith of interdependence through high specialization so that services and gratifications are in better supply than elsewhere. Another is that the culture of cities which grows up around this co-operation is the treasury of civilization. Cities are praised, then, as the sources, centers, and sustainers of high civilization. By implication--and this line is usually developed by city dwellers--city dwellers must then be more intelligent and have more interesting life styles and deeper cultural concerns.

I am rejecting both views, not only the extremes, but even somewhat moderate versions or variants on these themes. I will call them, even on a moderate basis, the demonic view and the heavenly view, as intellectual stereotypes. The one attributes what is problematical in an emergent metropolitan community to the nature of the metropolis itself, neglecting in effect that pathology may manifest itself, play itself out on the metropolitan stage without being the product of the formal community. Moreover, many of the problems that are attributed to urban life, including especially the breakdown of the family and the family bonds and sentiment, have later turned out not to have occurred at all: subsequent research challenges the very concept of such breakdown. Or where such breakdown does occur, it's found to occur in the open country, in the small community, and in the metropolitan area, leaving us without any explanation other than the changing human condition. Meanwhile, the view of the city as a spawner of culture is unduly selective of the supportive evidence. The content of contemporary American institutions (mass media, for example) can be canned, shipped, and consumed at points of all kinds within the national society. The technology that produces high mass culture, for example is not any longer associated with the city. It's associated with technology and the technology of social organization.

I want to suggest that the problems of interest to us about the new kind of metropolitan community are not synonymous with all other human social problems. We should not use urbanization to explain the general dilemma of humanity. Nor should we think of urban community as the most pressing problem before us. I'm trying to cut through what I would call the literary rhetoric of the Murray Kempton variety. I'm trying to suggest that we are engrossed in criticism of our own condition and that we sometimes like to explain that condition in terms of our setting. Still, the fascination in the argument is that there must be something wrong with our being in this kind of a setting, and we are attributed hopelessness and despair about the setting.

Instead, I would argue that a major source of our problem is rapid escalation, that is, swift increases in scale of environment and technology, rather than population massing or some process called urbanization. Most of our community problems result from rapid changes in scale, from the incompatible rates of change within this changing scale, and from some of the heightening social complexities that attend this.

I would also like to add that we have many problems which we cope with today as local. They are communal in character merely because the national society has the public sector of its headquarters in Washington, D.C. And Washington, D.C., is as effective in its initiatives as the local distinctions of policy happen to be. In other words, the anti-poverty program is as meaningful as its enactment upon local stages happens to be. This is not the same thing as saying that the problems the anti-poverty program is coping with are local in character, however, despite the myths that circulate within welfare educational circles. What I am trying to suggest is that the problems being coped with may derive strictly from the character of the national economy in both its public and private sectors, and that this economy may not be affectible, may not be able to cope with it within any one or any several of the local communal extensions.

Let me be more concrete about this. We will publish at the Center for Urban Education a project I spent the last two years on; it's part of our time. The book is entitled Big City Dropouts and Illiterates. Here, the question in the analysis was, what are the correlates of withdrawal to a withdrawal from high school, and what are the social and economic correlates of adult illiteracy in 131 of the nation's largest metropolitan communities? The interesting thing is that we sought to determine whether welfare and educational programs aimed at preventing or reducing the number of dropouts and making illiterates literate had any bearing on the actual rate of both variants. The answer is, there is no observable relation whatever between program efforts in these communities and the existing rates of dropout and illiteracy. Rather, dropout rates are quite exclusively the function of what we call level of economic opportunity across these large metropolitan communities. In the community where there is a growth in employment prospects and where the level of household poverty is relatively low, that is, where families are experiencing or have already experienced some mobility, high school withdrawal rates are very low.

Where economic opportunity is poor and where the level of poverty is substantial and sustained, the dropout rate is very high. And departure from this pattern--that is, when we predict where a community ought to be in the regression analysis--is not explicable in terms of efforts that educators and welfarists may be making in a given community. I am trying to suggest that in this instance the national economy, which is played out through these 131 communities, but is not formed or operated by any one of any several of them, is determinative of these educational characteristics, just as these educational characteristics affect enormously the life chances of hundreds of thousands of youth and adults in the future.

To take this a step further, what I am trying to suggest is that we will have to come to a time where we are clear about the precise cause of a given national problem. It's high time, in the judgment of the urban sociologists, that these causes stop being identified with urbanization itself. I just mention this one study to indicate a different approach and some consequences for placement in the future as well, and implications for the relation between education and the work force. I think we'll have to explore that.

The two points I've been trying to make are: We have a new kind of community emerging, but it is a community against the generic concept itself. It will allow us to survive and to enhance the meaning of survival. And my second point is that, as we think about this, we should not use this emergence as an explanation for failure or rationalization of the sources of our difficulty.

I would just want to add here the fact that locality specialization is occuring rapidly in these 200-odd settings. Locality specialization should have enormous and still unanticipated effects upon the work force. This I think has been barely comprehended by the Bureau of Labor Statistics or the other advance guard elements in the public governmental establishment. What I mean is that as new kinds of metropolitan area-wide services come into being and come to be specialized in one rather than another sector, new jobs will be generated at a tremendous rate. What I'm saying is that presently unimagined, even unimaginable, occupational categories will come out of this new type of metropolitan community. At the same time, the older metropolitan area communities will experience a steady population decline as the southwestern and western communities and southern communities burgeon. For the New York area and for the Boston area, for example, one can see a net migration loss in the near future of a kind which,when combined with a generation of new occupational categories, should lead to a much more abundant life, one which offers new mobility.

PERSONALITY INTEGRATION AND RAPID SOCIAL CHANGE

By
Dr. F. Kenneth Berrien
Professor of Psychology
Rutgers University

In the radar section of what used to be the Navy's Bureau of Aeronautics some wit posted a sign that read: "If it works, it's obsolete!" In a nutshell this presents the challenge of change. The solutions to today's problems become overnight the fetters of the past.

Let's take a brief backward look. At the turn of the century the automobile was not even a word in common use and the few horseless carriages were curiosities. Whole industries--radio, television, plastics, synthetic rubber and yarns, vitamins, movies, aviation and air transport, oil refining, space technology--have grown faster than Jack's beanstalk.

In the last fifty years we have learned to mold the rocks and dross of a country into sleek automobiles, trains, and toys. Almost like waving a magic wand, we have whipped from the forest, air and coal dust, fabrics that rival in beauty the spun silks and braided silver of the ancient Orient. And we priced them so that shopgirls and quick-lunch waitresses can buy and wear them. It is one of the marvels of our distribution system that a can of tomato soup purchased in mid-Texas tastes the same as one of the same brand purchased in Camden, N.J. Or that twin chocolate caramels produced side by side in St. Louis can be consumed, one by an Apache in New Mexico and the other by a Cabot in Boston. These are a sample of the frivolous and substantial achievements of two generations.

Prior to World War I, America had an attitude of complacency. In Browning's words: "God's in his heaven, all's right with the world." We could look back on the conquest of a continent, the solidification of the nation, our vast resources, the steady climb of our world influence, the success of our political experiment. These gave us confidence that although the future might have its strains, progress on all fronts was the inevitable order of nature. We had merely to ride on the wave of that future. Even in the Coolidge era our national problems were so unpressing that the president could get by with saying little and napping each afternoon.

A certain inquietude now underlies our achievements. We cannot forget that we produced two of history's bloodiest and most destructive wars and unleashed explosive forces beyond the imagination of those who have not yet seen an atomic burst. Our crime rates show no marked drop. Divorce statistics, which cover some of the most poignant tragedies humans can suffer, continue an inexorable climb higher. Albert Einstein once observed, "Perfection of tools and confusion of aims are characteristic of our time."

Technically we have advanced. Humanly, our progress is halting.

Ours is an industrial civilization; about this there can be no doubt. Our family living, our schools, our political institutions, our recreational and entertainment activities are mightily influenced--perhaps dictated--by our commercial and productive organizations. As a nation, we are not sheep herders or fishermen. Our population is primarily urban and the characteristic features of our landscape distinguishing us from other nations are not the cathedral spires of Europe or the tiered pagodas of the Orient but the factory stack and the multi-storied office building.

The increasing pace of industrial technology, growing out of the basic discoveries in the natural sciences, has created a change in our manner of living. Beside this change the industrial revolution of 1850 pales into minor significance. This century has demonstrated as never before the validity of Heraclitus's dictum: 'That which is most permanent, most real, is impermanence, change." This ancient Greek sage had few convincing illustrations of his principle, so permanent were the temples, the mountains and the societal organization of his day. But he could point to the rivers and declare, "You cannot step twice into the same river; for fresh waters are ever flowing in upon you." Today our rivers are more a symbol of quietude, in contrast to the speed of our jet aircraft or the transformation of a countryside into a Levittown.

These changes in our physical surroundings are designed to increase our comfort, prolong our leisure, and satisfy easily our wants. But they have in fact placed strains upon our interpersonal relations. Neighbors are not neighborly. Industrial conflict on a national scale is an ever-present possibility. Intercultural frictions crop out in our cities and among the farm workers of the Southwest. Furthermore, the speed of change outruns the sluggishness of our habits and our accustomed ways of meeting problems. Alfred North Whitehead once remarked, "The rate of progress is such that an individual human being of ordinary length of life, will be called upon to face novel situations which find no parallel in the past. The fixed person for the fixed duties who in older societies was such a godsend, in the future will be a public danger."

Whitehead's statement finds a sympathetic echo in the statement of the president of one of the smaller mail order houses speaking to a group of business men. "Of the six men who report to me," he said, "three, that is exactly half, deal with matters I had never even heard of when I first became an executive 30 years ago; the labor relations man, the public relations man, the economist. Yet I am supposed to supervise and direct these three men. And my own day is increasingly taken up with yet another new job--relations with government." (Drucker, Peter F., "Executives are made not born." Nat. Bus. Oct. 1952, p. 36.) It is significant in this man's observation that human relations--labor, public and government--are the bulk of what he had "never even heard of" previously and represent Whitehead's "novel situations which find no parallel in the past."

What has change, kaleidoscopic change, done to people?

I see three consequences: (a) we are more mobile, more rootless as a society; (b) individuals are forced to change frequently their self concepts, and this is painful;

(c) the industrial worker has become alienated from work, self and society.

Let me deal with each of these consequences briefly. About one out of five families moves across a county line each year, according to the U. S. census Translating this statistic into human terms: I know a young managerial-type engineer living in a nearby community, the father of three teenagers. For several years he worked steadily and efficiently in one plant. He established his roots in the community and his children and wife made their friends in school and church. He felt secure, established. He bought a home a little larger than he could then afford, but with expected raises ahead, it was a sensible investment for the long pull. Then the dam broke. First it was only a trickle. He was "loaned" to the New York home office for three months. Six months later he was placed in charge of a small new plant 60 miles distant--about 100 employees. He's been sent off to England and to Texas, to broaden his view. His new plant has proven itself. He is now searching for a larger plant site. The family see each other part of each weekend. They are faced with the need to cut these community roots to move within decent commuting distance of the new plant. It's not a dramatic story because we all can duplicate the experiences many times over.

I asked a works manager who supervises operations in three widely scattered locations--New Jersey, Ohio and Indiana--how much time they gave a man to consider moving from one place to another in the event of a promotional transfer. His reply: "About 3 days and we try to get him on the new job in about a week." True, the company is generous with travel back and forth until his family gets relocated and they are considerate with his searching time in the new area. But what about all the adjustments to neighbors, teachers, tradesmen, bankers, churches, recreation--not to mention the need to assess the idiosyncrasies of the new boss and new subordinates. The time, energy and transitory anxieties these adjustments cost is not easily measured, but in the aggregate they probably represent a significant drain. Because they are not easily converted to numbers, we never take them into account as a cost of change, and therefore are rarely reminded of them.

Let me change the focus for a moment. Most of us think of ourselves as about the same today as we were last year. In the quiet of your own shaving each morning you look at that person in the mirror and subconsciously think: Sure there are some people smarter than I am, more capable, having greater influence, more power, but I haven't done so badly either. Some people don't know how good I am. My wife loves me, but sometimes she doesn't understand my problems in the office. At least I have done pretty well. I won a point and got my ideas accepted in that committee last week. My golf game isn't so bad; I play a fair game of bridge--considering the opposition. I'm tolerant, fairminded, agreeable, sometimes witty. All of this is what the psychologist calls one's self concept. And it is developed and grows by reason of our daily contacts with other people. We learn what we are by subtle and subconscious comparisons with our fellow men over the years. We measure ourselves against others. Most of us who are sane have a favorable view of ourselves.

Suppose that, without warning, the supports for your self-concept were removed or weakened. Suppose your job were suddenly eliminated, and you were asked to learn a new trade, a new profession. Suppose your wit were called corn, and your tolerance, weakness. Suppose what you thought was fair, everyone else said was obvious prejudice. Suppose that the man you trained became your teacher or boss. How would you react?

Let me outline a couple of general patterns. Some people in such situations fight back defensively. They argue against the attacks on their self-concept. They fight for their ideas. They insist their jobs are still useful. They find flaws in the proposed changes. Deliberately or unconsciously they sabotage the changes. The new skills, new knowledge, new responsibilities are seen as beneath them; or above them.

Let me be explicit. What is the typical response to job displacement by automation? Resistance. But what lies behind that resistance? Is it merely cussed, selfish stupidity? I don't think so. Bound up in this is a way of life, a standard of comfort, and one's self concept. The skills of a lifetime may be rendered useless almost overnight. We may set up a retraining program to care for those displaced, but the change from an earner to a learner, for some, requires a major wrench in the way they view themselves. What sort of person am I? What can I do? What do others think of me now? Can my wife still feel proud of me? What about my youngsters?

In the established societies of the past, the knowledge and skill of the tradesman, artisan or professional were less perishable, more enduring and, as time went on within a lifetime, more valuable. The relationships of a community were long standing. Even today in England one finds for instance that bedders in Oxford are such partly because their forefathers were bedders. My engineer-plant manager friend visiting London last year fell into conversation with a man in the vicinity of Buckingham Palace. It turned out that the Englishman was supervisor of the water supply for a large section of London--and the position had been in his family for at least three generations. From early childhood this man knew or learned where he fitted into the community and what was expected of him. His relationship fluctuates little and his self concepts must be subject to few jolts or jars.

Here it is different. My father was a small storekeeper; his father was a farmer. I'm a professor in a subject my father never knew existed, and half of what I teach today in elementary psychology wasn't known when I took the course.

In the midst of change around us, the most stable of our knowledge is our selves--our self-concept. But even this we are forced to change because in our mobility both geographically, occupationally, and up or down the social status ladder we are forced to make comparisons of ourselves with a wider and ever-changing set of other persons. Who are we? Do I have a keener insight into problem X than that stranger over there? I'll wait and see. I'm unsure of myself.

What in my background is pertinent to question Y? I'll take the plunge. Then you discover that you weren't so smart as you thought because the stranger had a much better point.

To change the scene again: I often get invitations to talk to managers on some variation of the topic, "How to motivate subordinates." Psychologists are supposed to know something about this. The implication that goes with the topic and the invitation is that there are some hidden buttons on people which if pressed will stimulate them to do what you want them to do. I might say parenthetically that some very exciting research is being done on animals by implanting electrodes in their brains and giving them slight electrical stimulations that cause them to work at terrific rates. And recently I read a report of such an implantation in a hopelessly demented human being. And it works! But I doubt if many people will submit to the operation. I believe that the reason there is so much interest in motivating others is the frequent observation that many people at the lower level jobs appear to be apathetic, lethargic--disinterested. But it is not because the right buttons haven't been pushed. Instead it is because the total society as well as the work situation contains so many possibilities of change that they hesitate to make the necessary investment of themselves in an unstable uncertain future.

I had the opportunity to interview a number of employees in a branch plant one week after it was announced that the plant would move to a distant location. One man said this to me: "About three months ago the plant manager got up on the conveyor over there and gave us a pep talk and said that our greatest security was in good quality work. If we turned in good work everything would be fine. Now they go move the plant, 60, 70 miles away. What kind of security is that? I've got a house here half paid for, my daughter wants to go to college here, live at home. She can't go away to school. I can't afford the gas money to travel 150 miles a day. What's the use of working for an outfit like these liars?"

This is a tiny bit of evidence, but I am sure you may find it duplicated in your experience. I don't want to argue the justification of either the company's or the man's position. I am only saying that motivation, dedication to the objectives of an organization, and the willingness to invest oneself in a job is inhibited and discouraged by rapid, unanticipated changes--perhaps less drastic than this one, but always in the background. One of the human costs of change, especially changes over which the individual has no control, is decline in the willingness to work and slovenliness in workmanship.

Finally, let me deal with the last point--alienation. In part I have already been talking about alienation, the separation of people from themselves from their work and from society. Peter Drucker some time ago made the observation that the wonder of America is not that we have learned to manufacture and distribute our amazingly wonderful products--not that we have learned how to put things together. The wonder of America is that we put people together in organizations as they have never been put together before. And we have never understood what we did! For in creating the organizations that make the things and provide the services of our living we have created social systems that grow impersonal and dehumanized as they grow large.

Some months ago while visiting at the lower echelons of the Department of Defense I was told that a current problem in that department is Command and Control. There is a fear that once an operation is put on the ready and the first steps are taken, those in command will lose control and the whole orchestration will be played through to the grande finale. Now if those in command are concerned that they may lose control, what about the people at the bottom of the organizational pyramid? What control have they over the turn of events, the direction of organizational movement or their own destinies? And this helplessness is not limited to military matters. What about that mail order house executive I quoted earlier who supervised men doing work he had never heard of 30 years earlier? What sense of control does he have over the specialists who know more than he does?

This is a very subtle point, and I may have difficulty in making it clear. The forces pointing toward alienation are the side effects stemming from the very conditions that largely account for the material standard of living we all enjoy. As our society has evolved, specialization has clearly increased. The broad spectrum of knowledge represented in Leonardo de Vinci or even Thomas Edison finds few, if any, counterparts in the present scene. Our progress has been due in no small measure to many people who know a great deal about very little, experts in limited areas. The information explosion requires occupational specialization undreamed of fifty years ago. And the specialization feeds back to create more information, which requires still greater specialization. This is an undeveloped positive feedback relationship. One of the side effects of this cycle is that no one really can be held accountable for the social, economic, political or psychological consequences of his own expertise. And hence the expert becomes increasingly indifferent--alienated--from the larger system of which he is a part.

Let us take a prosaic example. Who is responsible for the traffic jams of New York City? The automobile industry? The real estate brokers? The steel industry and architects who teamed up to make possible the skyscrapers? The New York Bridge Authority? One might argue that if elevators were banned from buildings they wouldn't rise more than four stories and fewer people could be piled on each other. Hence, street traffic would be lighter. Obviously, elevators serve useful purposes but sometimes they have unpredictable and unfortunate consequences when combined with other circumstances. The point is that no one person, no identifiable set of specialists, indeed no people can be held accountable for the New York City traffic problem. It is the system. Where people are in the nature of things divorced from the social consequences of their own ideas, or actions, they tend to become alienated--indifferent. The specialization that makes possible our considerable leisure, creature comfort and health has also encouraged the social irresponsibility that found expression, for instance, when 37 witnesses to a murder failed even to yell "Stop!"

C. P. Snow, that Englishman who is both a scientist and a novelist, expressed the situation this way: "One of the bizarre features of any advanced industrial society in our time is that the cardinal choices have to be made by a handful of men: often in secret: and at least in legal form, by men who cannot have a first hand knowledge of what those choices depend upon or what their results will be." At the other extreme the ordinary citizen's vote, cherished as it is, is a small force even in a local election. Your protest in the township zoning hearing is one item in a hundred or a thousand. And confronted with the puniness of oneself against the weight of the organizations we deal with, most people--fortunately, not all--many people detach themselves, alienate themselves from involvement. The monsters are too big, too complex, too incomprehensible; let someone else worry about it. Such people become the standard cogs in the organizational wheel, uncomplaining, uninterested, uncommitted so long as they get the creature comforts our standards say are their just rewards. Their greatest satisfactions come from the pursuit of those things this civilization has turned out in such great abundance. They attach themselves to my car, my house, my speedboat. The concept of self is arrived at not so much in terms of one's own inner resources as it is in terms of the things that are on display. We begin to think of ourselves in terms of what we bought and less in terms of what we are. We judge ourselves and expect to be judged by others for what we have, rather than for what we have done.

Finding one's identity in possessions comes close to dehumanizing one's self. The industrial society has produced this great wealth of things and it is not surprising that we should possess and engulf them. But in that process of mass production we have created organizations, governmental bodies, unions, and other societal controls more impersonal, more mechanical, more rigid, than ever before in history. This is what Drucker meant when he said that we have put people together and didn't know quite what we were doing.

The challenge of change as I see it is: How can we retain the very evident benefits of a mass-producing society of almost unlimited capacity, and feed into that society those mechanisms that will encourage a new search for a stable self-identity. This is the root of the motivational problem. This is the root of the resistance to automation.

Our society is mobile as never before in all the history of any civilization. We have placed more requirements on people to change habits, to adopt new attitudes, find new ways of working at new jobs than ever before. Although human beings are magnificently adaptable to a wide variety of circumstances, they have a limit. It is my belief that we as a society are pressing that limit. The result is that many find escape through disengagement--alienation from their work, their organizational obligations--and find comfort in material possessions that almost possess them.

Finally, what are some of the implications of all this for the vocational development of young people? I have two suggestions. First, we need to build into our educational efforts a greater sense of individual and social responsibility. Second, there is need for greater flexibility in skills and knowledge.

The great and justifiable pressure for job security finds its current expression in labor contracts on the one hand and guarantees of academic tenure on the other; in unemployment insurance for wage earners and stock options for executives. These are organizational arrangements, compensating partly for the obsolescence of skills or the vagaries of uncontrollable change.

Security depends partly on the organizations within which we live. But there is a job-security element in one's own capabilities and personal resources. Capable people, flexible in the application of their skills and knowledge, will find new niches when displaced by technological change. The electrical appliance assembler who prepares himself by learning to sell mutual funds on the side, or the factory employee who may moonlight as a gardener are examples of what I mean. We need to help the young people of this and coming generations to develop flexible skills and broadly based knowledge, which provide a broader base for self-confidence and self-identity.

But vocational guidance and education needs to press beyond the level of skills and knowledge. If we are to make the needed contributions in a changing world, more attention ought to be directed toward an exploration of personal values. These give some sense of responsibility for what one does. To what extent am I my brother's keeper? No man is an island, but how far need each of us, as involuntary recipients of social benefits, be obligated to return some part of our effort and energy to the common pool? These are merely samples of issues that cry for attention as young people are prepared for the world of work.

This may be a high-sounding challenge and I well know the difficulties of translating these goals into practical, effective programs. Nevertheless, unless the challenge is put before us, there is little chance that we will accidentally find the way to meet the problems of change. The questions that are not asked cannot be answered.

In the course of about a hundred years we have changed from a society in which relationships were relatively stable to a society in which relationships are rapidly changing. We are just beginning to understand the consequences of those changes in human terms. None of us who are professionals in the educational enterprise can afford to remain alienated from these psychological costs of rapid change. We need to search for new and creative ways of bringing into closer articulation the work people do with the wider consequences of their actions and decisions.

THE TECHNOLOGICAL IMPACT ON SOCIETY--FOCUS ON EDUCATIONAL ASPECTS

By
Herbert J. Blitz
Director of Research
The Diebold Group, Inc.

Over the past few months I have come to the conclusion that there are two gigantic power blocs or forces that dominate the world. They are not the ones commonly discussed, such as Red China and France versus the civilized world, the Soviet bloc versus the non-communist nations, the industrialized countries versus the developing ones, or even mankind's unbelievably successful response to the Biblical command to multiply versus the creation of food and breathing space. The great power blocs or forces that I see are change versus education--accelerating change in social and economic conditions resulting from technology versus the education of mankind as a whole and of the various sectors of functioning society.

The power blocs or forces of change and education cut across most of the other power blocs commonly considered. The question arises if China and France become educated quickly enough about the consequences resulting from the possession of nuclear weapons to avoid a nuclear holocaust. The question arises if the developing nations can educate their people quickly enough in the use of the tools of modern technology to master the consequences of the population explosion, which is the result of this same technology. The question arises (and this is the point with which we are concerned here) if corporate management, organized labor and the individuals comprising these two institutions of our society can be educated quickly enough in directing the manpower and capital released by technological advance to meet society's new demands--new demands that technological advance both has brought forth and has made possible to meet.

The substantive contents of the power blocs of change and education are easy to visualize. Change is here--active, accelerating, powerful--and will not be stopped. Education, on the other hand, is a potential just as great and just as powerful--but a potential only. I do not think I am being overly dramatic when I say that if the potential of education is not realized, the balance of the world may be so affected by the weight of change as to topple mankind off this globe.

Change and education being the subject of this paper, and vocational guidance being the subject of this institute, I shall divide the discussion into two main parts: first, the nature of change; and second, the educational response.

The Nature of Change

The nature of change can be approached from two directions. One can look at the technologies, and one can look at the affected segments of society. I shall try to do both within the context of the needs for vocational guidance.

Much of what is new and most of what is accelerating in the technological field comes under the broad heading of informational technology. The ability to handle information--to communicate it and use it is central to almost all the technology that will change the world substantially over the next twenty years. The change is likely to be so great that the lack of an adequate predicting apparatus makes the year 2000 really quite unimaginable right now. I know that if you did not have at least a general feeling that this acceleration of change is taking place, you would not be here. However, it is useful to back up this feeling with some specific indications from various perspectives and I now shall attempt to do so.

Gerard Piel, publisher of Scientific American, has constructed a series of curves, showing the exponential rise over the past 300 years of scientific discoveries and applications. For instance, in the discovery of natural forces, one can start with the Galilean-Newtonian system ordered by gravity, 300 years ago. Only 100 years ago, if one averages the times at which the three principal investigators did their work, we have the Franklin-Faraday-Maxwell discoveries of electro-magnetic force. Fifty years ago, again on the average, Einstein, Planck, Rutherford and Bohr uncovered the power of the atom. And, right now, physicists are engaged in comprehending a fourth primary force--the weak force in the decay of elementary particles. Similarly, the isolation of chemical elements rose from about 6 to 20 some 200 years ago, more than doubled in the next 100 years and by today we have added 10 synthetic elements to the basic 92, the isolation of which was completed in this century.

Derek J. deSolla Price, the historian of science at Yale University, produces data that indicate that over the past 250 to 300 years, population and labor force have doubled every 50 years; the number of important physicists and discoveries and the accuracy of instruments have doubled every 20 years; and the total number of scientist-technicians and scientific journals--especially, the most important such literature--and the number of known chemical compounds have been doubled every 10 to 15 years.

Thus science and technology not only are growing exponentially but are assuming a rapidly increasing importance in society on a per capita basis. Included in Price's analysis are data relating, in my mind at least, to scientific impact. For instance, overseas telephone calls, kilowatt-hours of electricity, speed of transportation, and gross national product have been doubled every 5 to 20 years.

Price makes it quite clear that the exponential growth rate cannot go on forever without reaching absurdity. But is also clear that by now it has projected the scientific area of human activity into a place of primary importance to society and that for a time this importance will grow exponentially.

While some 90 percent of all scientists who ever lived are now alive, and while most of the scientific publications ever written and most of the discoveries ever made are part of our time, Price points out that this has been the case with every generation over the past 250 to 300 years. What makes this scientific "immediacy"of such vital importance is the size and impact it by now has attained.

At our firm we have constructed a rough time scale designed to show the acceleration of scientific and technological discovery and invention, their increasing interaction, and the widening scope of their application. This time scale suffers from various faults, but I hope that my summary of it will be helpful in this discussion.

It tries to demonstrate the process of accelerating change by indicating the progressive telescoping of the time required for major developments to come to fruition over the past three centuries. It also shows some of the more important contributions to these developments. At first these contributions came singly and decades apart. Lately they have multiplied and increased in frequency.

Thus we see that in the 200 years between the mid-17th and mid-19th centuries, the time between initial work and final, major application was cut at least in half. It took 160 years from Christian Huyghens' suggestion for an organized investigation of steam power to the beginning of the last major application, the steam locomotive. It took some 80 years from André Marie Ampère and Alessandro Volta to the installation of the first commercial electric power plant. (If we add on a century of random experiments in steam which preceded Huyghens and some fifty years to include its application to the generation of electric power, we cut the ratio even further to 3 to 1.)

Over the next 100 years the time was progressively cut again and again: 66 years from the work of Maxwell in 1873 to commercial television; 50 years from the discoveries of Max Planck and Albert Einstein at the beginning of the century to the peaceful application of atomic power; 15 years from Howard Aiken's start of construction on the first modern digital computer in 1939 to the first widespread commercial applications; 4 to 10 years from the invention of the transistor by Bardeen, Shockley and Brallain at Bell Laboratories in 1948 to commercial applications in telephone communications, hearing aids and computers. Developments in cryogenics and in laser technology are too recent to fit meaningfully into the time scale, but I mention them here to indicate the continuation and proliferation of scientific and technological innovations.

Now, who are the individuals who are caught up in this process of change and who contribute to it? Within 10 years the infants and young children of today will be in primary school or high school to learn how to cope with their changing environment. Those now leaving elementary school will be looking for work. In 20 years the children of today's schoolchildren will be in elementary school. People now in their 40's or 50's will be retiring by 1985, and those who are now infants will be going to college or preparing to enter the labor force. In the meantime, the population of the United States probably will have increased by some 75 million--that is, by more than one-third. All in all, therefore, the educational and labor turnover--those entering and leaving educational institutions and the labor market--over the next 20 years will involve a number of people almost as large as our current population of some 190 million.

This churning mass of humanity, with varying motivations, needs and capabilities, represents the material with which your profession must deal. Of course, the exact number of those requiring your services will depend in part on the general state of the economy. However, to an increasing extent, the general state of the economy itself will depend upon the success with which vocational guidance performs these services. I shall now try to deal with the specific technologies that will cause the changes of the next two decades and call forth the best that your profession can provide.

Computers

> More than 25,000 general purpose digital computers are now in operation in the United States. This compares with some 500 computers 10 years ago and with the estimate of some 20 years ago that 12 computers could handle all of the information processing business in the country. Among the 700 generally accepted areas of application for computers are general office, and plant and

production uses. They range from accounts receivable to work-in-process records and from assembly-line balancing to shop scheduling. Specific business fields of computer application include advertising, banking, finance, health plans, insurance, law, and magazine publishing. There are educational, institutional, and library uses as well. Major industries increasingly relying on computers are oil, steel, telephone, textile, and transportation. Public utilities and federal, state and local governments use them also. Some of their scientific and engineering applications are in aeronautics and space engineering, biology, chemistry, civil engineering, economics, linguistics, mathematics, medicine and physiology, metallurgy, meteorology, photography, and physics.

All of these applications fall within the broad and interrelated categories of data processing and production control. Some, such as library or accounting uses, only deal with the small part of one category--data processing. Others--such as production scheduling and product mixed determination for oil refineries--can, and often do, extend across the broad areas of automation. Further, the growth of computer usage has stimulated the creation of an entirely new industry. There are some 800 data processing and service organizations in this country, including independent operations and operations run as departments or subsidiaries of computer equipment manufacturers. These centers provide smaller or medium-size businesses, which have only one intermittent or relatively minor need for the benefits of large-scale computers, with access to data processing services.

Process Controls

Although process controls are part of computer technology, they should be discussed separately because the thrust of their impact in terms of manpower is different. Some 500 process control systems are now operating in this country, particularly in the petrochemical, paper, and food processing industries. We are reaching the point where these process control systems are being integrated increasingly with total management control systems run by computers. This means that we can encompass within the system the control of production and its components, the control of inventories and costs, as well as the control of marketing activities, accounting and personnel records. When this happens, the impact of computer technology and process control technology intertwine to change totally the operation of enterprise.

Numerical Controls

Some 7000 numerically controlled machine-tool systems are now in operation. This compares with some 100 during the middle 1950's. These controls make possible the use of automatic machines for shorter runs of production. Most products--approximately 80 percent of the hard goods output in the United States--are produced in runs of 25 identical units or less. Before numerical controls became available, automatic machinery could not have been set up economically to handle such short runs, which require an expensive changeover each time one ends. Now these changeovers are handled increasingly by changing a programmed tape containing instructions for the automatic machinery.

Communications

Developments in the field of communications perhaps are primarily responsible for the accelerating effectiveness of the various aspects of information technology. The ability to transmit data from various sources for processing by the computer and then to send resulting information or the conclusions drawn from this information to the same or other areas, makes information technology a tool of tremendous power and importance. In this way also the information on numerical control tapes can be transmitted across continents and oceans, making it possible to manufacture spare parts in various parts of the world when they are needed.

Other Technologies

The interaction of computer, process control, numerical control and communications technologies is making possible the creation of entirely new sets of machines, products and processes both within and without the information technology field. Translating machines and engineering design machines are based directly on computer technology. The ability to produce new materials and new fuels is based both on process control and computer technology. The ability to produce short runs of various parts with the greatest precision is based on numerical controls. These are the results of the information technologies, which are making possible new transportation systems, new advances in space and in the medical field, and a major portion of the new devices and techniques which are changing in the most fundamental way the manner in which we live as individuals, social groups and nations.

The importance of the technologies that I have described resides in the fact that they change not only how we do things, but what we do. The how involves many of the primary effects of labor displacement and new skill requirements. Thus computer technology alters functions ranging from clerical to managerial. Programmers and electronic technicians replace the file clerks and the adding machine operators. The functions of middle management change from checking the accuracy of work and interpreting data to the more active supervision of and contact with creative personnel. Just as the file clerk usually has difficulty in becoming a computer programmer, so does the manager often have difficulty adjusting his functions from the mechanical and analytical to the establishment of positive human relationships. The machine tool operator, the steel worker, the foreman in the petro-chemical plant--all will be affected deeply by the change in *how* we do things. Ultimately, however, it is *what* we do that will have the greatest impact and that will present the greatest challenge.

The technologies which I have described briefly are making possible new processes, new products and new services. These are the ones that will make possible, in turn, the fulfillment of unmet old demands, as well as the creation and fulfillment of hitherto unknown demands, of society.

- Libraries will become in reality the repositories of knowledge instead of words. The inquirer will need to learn how to formulate the right questions rather than to sift through and interpret a multitude of words and facts.
- The medical profession will turn more and more toward research and the refinement of surgical techniques, for the correlation and interpretation of multitudes of facts will be facilitated increasingly by computer technology.
- A shift of manpower and financial investment to social services ranging from the beautification of cities to pollution control will be made possible by the freeing of resources now needed for the production of the staples of civilization.

The what we do increasingly will involve what Norbert Wiener called "the human use of human beings."

It is now time to introduce a note of tentativeness. This discussion is based on two assumptions. One is what Donald N. Michael calls the "splendidly important premise that either there will be sensible and successful attempts to preserve our future through varying degrees of arms control and disarmament, or we will be blessed with miraculous good luck." And the other is that the educational process, which I shall discuss next, will succeed not only in assuring the validity of the first assumption but also will make possible the transfer of resources--financial and manpower--required to change what we do. Should either of these assumptions fail, we will do nothing--either because we won't be here or because we will be living amidst chaos.

Therefore, I turn next to the matter of education, with special reference to the education of management and labor.

The Educational Response

It is neither my purpose nor is it within my competence to discuss the vocational guidance aspects of the educational process, to tell you what counsel to give to those in school, to the drop-outs, to the unemployed, to the motivated and the unmotivated, to minority groups, to the disabled, to the elderly, and to all those others in need of your services. What I can put before you, in addition to the technologies discussed above, is an idea of the educational demands made by these technologies.

But I shall limit myself even further to a very specific kind of education, the success of which will do much to determine the environment in which you practice. Last week I saw a cartoon where two bugs were talking philosophy and one of them said, "If Man had remained an animal there would be no such thing as stupidity." I think there is so much truth in this that it can be extended to quite a few specific things: If technology over the past two decades had not catapulted us into an age of abundance, many managers still would be villains trying to exploit labor and many labor leaders would still be shining knights fighting the class struggle. As things now are, however, many are just a little stupid.

Whether management knows it or not, the wage-and-other-benefits cost of labor is becoming less and less of a consideration in the decisions affecting the introduction of new machinery and processes, which not only are labor saving, but capital saving, management saving and, perhaps above all, opportunity creating. Now, this also puts organized labor in a somewhat new position. Its general power and its rights are recognized, but they rest on an eroding base unless the new human elements in the productive process are brought into the organization. Such a revitalization takes as much foresight on the part of organized labor as the prevention of highly damaging holding actions by labor requires from management.

Therefore, I shall concentrate here on three educational requisites for this kind of foresight:

1. The education of management as to what is technologically possible.
2. The education of organized labor as to what it can do for itself and what both it and management can do for its members.
3. The education both of management and of organized labor as to the need for a methodology that can provide us with an adequate base for planning.

Clearly, the fulfillment of these educational tasks will not provide you with specific answers to certain problems of vocational guidance. There was one involving the Armour & Company employees in Oklahoma City where, as you know, of the 433 employees made idle, only 170 applied for retraining and only 58 qualified for any kind of retraining. Then there was the well-known case in Bridgeport, where the Connecticut Department of Labor found some 2100 potential candidates for retraining, of which only three-quarters showed up for interviews; of which, in turn, one-third were rejected and one-fourth said that they were not interested;

and of which only 84 finally completed the retraining course. The specific answers to these problems reside in the areas of motivation and of the individual approach to vocational guidance clients or non-clients. However, some important indications of the environment within which such answers may be reached can be provided by an investigation of the three educational aspects that I have listed.

The Education of Management

In the course of its work, my firm is faced frequently with the need to counsel management not only about what it can do with the new technologies but also about how it might deal with the questions of labor displacement and the problem of recruiting needed new personnel. Not infrequently machinery is introduced to replace the kind of labor that is either unavailable because untrained or unreliable because of social forces outside the scope of this discussion. However, when machinery is introduced or processes are designed that replace available and reliable labor, the following steps are advised:

1. Management must determine to what extent attrition will minimize the problem of labor displacement and how this amelioration can be furthered by appropriately scheduling the introduction of new machinery.
2. Management must determine what the new skill needs that result directly and indirectly from the introduction of the new machinery will be.
3. Management must determine to what extent the transfer of displaced workers within the organization is possible.
4. Management must, as soon as possible after making these determinations, tell the representatives of labor their plans and the expected results.
5. Management must negotiate with labor the actual schedules for making these changes.
6. Management must work with labor in organizing whatever retraining may be possible and necessary.

These are the steps which are being taken with varying success by many firms engaged in major technological changeovers. The success varies for a number of reasons, some obvious and some not so obvious. One of the least obvious reasons appears to be ignorance on the part of management and organized labor of each other's ability or willingness to assist in the retraining and job relocation efforts. It is for this reason that we frequently recommend that management either undertake the needed retraining itself or assist organized labor to do so. In addition, we recommend that both management and labor could find it profitable to contract either jointly or separately with a third party to undertake the needed retraining programs. Such a third party could well be another private business organization. The success of private firms, such as Litton Industries, the Burroughs Corporation, and International Telephone and Telegraph Company, in running Job Corps training programs cannot be ignored. As professionals in the field of vocational guidance you can evaluate better than I the motivational reasons behind the success of these privately run retraining programs. Undoubtedly, however, on a more obvious plane, the business management of retraining programs is likely to result in greater efficiency, cost consciousness, and practicality.

Labor Education

Of course, when I speak of labor education I mean not the specific retraining needs but the education of organized labor in what to do to meet the problems of retraining and the general impact of technological change. My firm has had the opportunity to make recommendations to clients from organized labor in this area also:

1. Organized labor must determine how changing technology will restructure the functions of its membership.
2. Organized labor must determine, depending on whether it is organized along industry or craft lines, in what way it can maintain and increase its membership as new job opportunities open up in new areas created by technology.
3. Organized labor must inform both management and fellow organizations within the labor movement of its intent with respect to achieving a new membership pattern, working out the necessary jurisdictional arrangements.

4. Organized labor must offer management the opportunity either to conduct and share with labor the needed retraining programs or to choose with organized labor third parties that will conduct such programs.

It is just as difficult for the management of organized labor to change its methods of operation as it is for the management of business. However, it is clear that the survival of the individual labor union, just as the survival of the individual business firm, depends on accommodation to this kind of change.

The Prediction of Change

Both for management and for labor the prediction, with reasonable accuracy, of different skill needs in the future brought about by technological change has become of prime importance. Within the next 20 years--the time period to which this discussion is confined--revolutionary new technologies will transform the content of work. One of society's principal tasks is the minimizing of the cost to both labor and management of this changeover. As a possible approach to solving this problem, I suggest a systematic methodology for predicting future technological probabilities.

You may be familiar with the suggestion of Donald N. Michael for "a continuing advisory group for re-evaluating and extending speculations on important future trends." Mr. Michael would use a small work group which would accomplish a systematic review of future trends principally for the purpose of guiding young people into appropriate occupational areas. I believe this approach to be a good one--especially its emphasis on continuity and systematization. However, as suggested by Mr. Michael, it is intended to serve and would serve a limited purpose. For the immense task of meeting the total challenge of technologically induced change, I would advocate an effort on a larger scale. Such an effort is suggested by Mr. John Diebold in one of his forthcoming books. I will only sketch it in very rough outline.

Such an effort, which Mr. Diebold calls a Forecasting Service, would involve a small, permanent group of physical, biological and social scientists, working with existing institutions in the governmental and private sectors, to test technological probabilities and the time schedules and costs of these probabilities against the socio-economic environment in which they would occur. The methodology would involve a continual check of old findings against new facts, new demands and new goals. It would be similar in concept to the 5- or 10-year plans of major corporations, which are continually updated in the light of new developments--only it would not have any arbitrary time limits. It would also be conceptually similar to the system instituted by Secretary McNamara in the Defense Department, where 5-year budgets are reviewed against 5-year goals and updated on an on-going basis. Mr. Diebold's suggestion, however, goes considerably beyond these efforts. At the most, they try only to relate the future of particular organizations to events in a global environment, which is studied from the viewpoint of these organizations. Mr. Diebold suggests that the global environment itself be the prime area of study, with the focus on the forces of technological change. In other words, very broadly speaking, the process suggested is an inductive one from which particular conclusions relating to specific fields can be drawn.

Considerable work is being done in the area of the economic consequences of technological change by economists such as Dr. Solomon Fabricant of the National Bureau of Economic Research. This work concentrates on productivity factors. It is an important element of the total picture, which has to be put together. However, as certain of the British economists acknowledge, economic data and theory must be combined with scientific insight and fact. Such a mixture of disciplines will require much effort to develop a stable or rewarding one, especially if this is indeed an era of two cultures--the scientific and the humanistic--as C. P. Snow has found.

The contention that there is such a separation of disciplines is strongly supported by the nature of the only actual systematic investigation of future technological probabilities of which I am presently aware. This is a Rand Corporation forecasting report, which came out late in 1964 and relied primarily on a carefully controlled census of opinion among a group of some 82 scientists. If an institution such as the Rand Corporation could undertake a continuous review of this sort and include in it the expertise of those in the socio-economic field as well as the active participation of the academic, private and public sector, a good beginning would be made on the kind of Forecasting Service envisaged by Mr. Diebold.

I believe that the benefits of such a methodology would be immense, especially for a profession such as yours, the entire purpose of which is the future. It seems to me that to fulfill the potential of education--education as discussed in this paper and education in the most all-encompassing sense, including the school system, the universities, the training and retraining programs and the various kinds of adult education--we must know what to educate for. A systematic methodology applied on a continuous basis by a permanent group established to scan the future could serve this purpose.

MEETING THE CHALLENGE IN VOCATIONAL GUIDANCE EDUCATION

By
George A. Pierson
Dean and Director of Student Personnel
Queens College of The City University of New York

Charge to the Working Groups

During the past four days you have enjoyed the privilege of listening to and consulting with six experts: a man from your own professional field (counseling and guidance), a psychologist, a sociologist, an economist, a management consultant, and a representative of organized labor. These men have tried to describe the rapid changes now taking place in industry and society, changes resulting from a constant flow of new scientific and technological information. As members of this conference on New Directions in Vocational Guidance, it is now your task to re-examine--in the light of the descriptive material provided by these experts--the work of vocational guidance counselors in this uncertain and dangerous world.

The statements made at this conference have emphasized the need for vocational guidance. Such guidance services must be made available if in this revolutionary world vocational guidance is possible. Today, more than ever before, the survival of the United States of America depends upon the judicious and appropriate use of the abilities of all citizens. At the same time, the liberty and happiness we all seek as individuals in this country must be realized in large measure through satisfying and rewarding vocational experiences. How to meet the needs of society for workers and the needs of individuals for self-determination and self-fulfillment is the great vocational guidance dilemma.

The founders of modern guidance believed that the problems of vocational choice could be solved scientifically. They assumed that job patterns were relatively stable and they believed that individual aptitudes and specific job ability requirements could be defined and measured. They concluded that the right vocation for an individual could be determined through a matching process. Man analysis, job analysis, and clear thinking became the accepted vocational guidance formula. Unfortunately, many people still believe that the most appropriate career objectives for an individual can be scientifically determined.

But today most vocational guidance workers are aware of the complicated nature of the education-vocation choice making process. They are aware of the many individual and social factors that limit choice. They know that choice is largely determined by differences in capacity and by differences in geography, economic circumstance, and social values. They know that because of the great industrial and social revolution in which we are engaged--the revolution so well described by our six experts--choice by individuals is almost impossible at times. But they also know that the ability an individual has to influence his own educational and vocational development is one of his most precious freedoms.

The questions you must now ask yourselves are questions that are well known to you. Thoughtful vocational guidance workers have been pondering these questions for years.

You have been divided into three working groups. During the next four sessions of this conference you are charged with the responsibility of using the information provided by the six conference consultants to formulate better answers than we now have to the following major issues:

1. In modern industrialized society, how has the meaning work has for the individual changed?

   Work has always done more than meet the economic needs of man. Work has provided important social and psychological satisfactions. How have these satisfactions been modified by industrialization?

2. What is the nature of the vocational guidance process?

   In an age of scientific and social revolution, to what extent is career choice by individuals possible? How does one "find himself" in an occupation? By change? As the result of social and economic pressures? As the result of a few major decisions? As the result of many minor decisions made over a long period of time and during a long and natural process of development? If the process of "finding oneself" is developmental, how can and how should a vocational counselor influence individual development?

3. What is the place of educational and occupational information in vocational guidance?

   How can appropriate and useful information be acquired and made available? How can such information be kept up to date? How should such information be used in the counseling and guidance process?

4. How can vocational counselors help meet the need for more talented and better educated workers?

   In our highly industrialized society, we can no longer wait for human talent to arise spontaneously. Access to education and training is not enough. What can vocational guidance workers do to help the so-called culturally deprived find meaning in educational and vocational planning?

5. What kind of professional education should vocational counselors have?

During the past decade, several responsible organizations have made official recommendations regarding the professional education of counselors, including vocational counselors. How can these recommendations be integrated and made effective?

Results of Group Deliberations

The working groups deliberated during three conference periods of one-half day each. They then met in a fourth joint session to report the results of their deliberations. The reports took the form of statements to which the members of each group could subscribe. When these statements were classified according to the questions asked in the official charge to the groups, the following interesting distribution was obtained:

Question	Number of Statements Made Involving the Question		
	Group 1	Group 2	Group 3
1. Meaning of work	3	0	1
2. Nature of process	1	4	2
3. Place of information	0	0	0
4. Need for talent	0	0	0
5. Counselor training	6	1	1

Obviously, the working groups could not hope to deal with all of the difficult questions posed in the charge. But it is interesting to observe that the same two questions were ignored by all of the groups: "Place of Information" and "Need for Talent." This uniform response by the groups suggests (1) that these questions are no longer important to vocational guidance workers or (2) that vocational guidance workers are uncertain as to their ability to supply meaningful answers.

The groups did comment on three questions.

Question 1. In modern industrialized society, how has the meaning work has for the individual changed?

There was general agreement that the meaning of work has changed and is changing rapidly. No one seems to be confident of his ability to forecast the nature of work in the future. The following statements were made:

> Counselors should be concerned with the self-fulfillment of man, including primary activities other than remunerated work. We should consider the probability that in the future such fulfillment might largely arise from a greater personal commitment to creative service to society.
>
> To benefit from the anticipated increased time and resources to be generated by technological advances, we need to help construct an image of man involving higher levels of human endeavor and concern.
>
> Despite economic trends and labor force statistics, no society can predict its needs for poets, artists and philosophers. Counselors should recognize the importance and significance of such occupations.
>
> In addition to our concern with vocation per se, perhaps counselors need to help clients identify and choose meaningful non-paid activities for leisure, recreation, social service, and continuing education.

Question 2. What is the nature of the vocational guidance process?

The members of the working groups were convinced that professional vocational guidance workers could not accept the whole responsibility for vocational guidance. They saw the vocational guidance worker as an educational leader: a consultant to curriculum makers, school administrators, teachers, and parents; a counselor to students; and a coordinator of school and community activities of vocational guidance significance.

Statements were made by the groups as follows:

> Guidance workers and counselors cannot accept the whole responsibility for vocational guidance. The counseling profession should not promise "utopia" even though all of its requests for financial support, training, and manpower are met. An adequate program of vocational guidance will require the support of government (local and federal), labor, industry, and the schools.
>
> The school curriculum needs to encompass and support the aims of vocational guidance; and teachers must have a more complete orientation to the world of work and the world of change.
>
> To insure the inclusion of adequate vocational guidance activities in the school curriculum, the major professional organizations concerned with curriculum development and vocational guidance need to meet, plan, and work together.
>
> Schools need to be geared for change. A "tooling" of resources for change should be inherent in the school curriculum. Education must meet the needs of a mobile population and must provide experiences that assist pupils to prepare for and endure change.
>
> Schools must teach students to learn "how to learn." Counselors must help young people meet, not only changes in work status, but also accompanying changes in locale, mores, and styles-of-life. We believe that a strong sense of self-identity will help students cope with change.
>
> We also believe that counselors should take an active role in bringing about changes in curriculum and in school climate. For example, plans could be made available to help early school leavers return to the school. Programs of help could be awaiting the return of school leavers which will obviate many of their initial reasons for withdrawal.
>
> In developing the curriculum, plans for community interaction must be made. The concept that education occurs only in an educational building is rejected.

Error – please read p111 before p112.

and upon philosophy, theory, and research. Techniques of counseling, testing, and job analysis are not enough. The groups declared themselves as follows:

> The counselor education program needs to prepare students for the changing world of work and technical advancement. There is a need for the counseling profession to utilize the new technology in information gathering and retrieval of occupational and college information. The use per se of computers in this task is suggested.
>
> The counselor's own role in a changing world needs to be continually re-examined. The counselor may find his contemporary role to be obsolete tomorrow and in need of drastic revision.
>
> In the education of counselors effort should be made to interact professionally with members of other pertinent disciplines (philosophy, sociology, economics, psychology, industrial psychology, industrial sociology). This can be accomplished through course work, workshops, institutes, and joint-working committees. If a national committee, such as the one suggested by Diebold, is organized to examine and project social and technological change, a counselor should serve as a member of such a committee.
>
> As counselor educators we should include in our courses information about change as a process, and changes in the meaning of work. We should also include information about the personal flexibility required to benefit effectively from change without violating individual integrity.
>
> We recommend continuing education for all guidance workers through reading, attendance at conferences, institutes (particularly short-term institutes like this one), workshops, courses, and field experiences. Periodically, employers should provide released time and subsidies for continuing counselor education activities. Support for such activities should also be sought from other public and private sources.
>
> Guidance organizations and counselors should speak out on behalf of the individual's right and ability to make choices and to determine the course of his own life in the democratic tradition. We wish to reaffirm the importance of the counselor's responsibility to the individual. We approve and endorse

The concept of continuous education for all segments of the population needs to be expressed and integrated into our educational philosophy and school systems. Students should have the opportunity to interrupt their formal educational programs with ease and grace and without stigma or penalty. Education for all citizens should be seen as continual without formal or informal termination. The idea that a fixed number of school years can be determined is rejected. In its place years of schooling should relate to individual differences such as the needs of the person, the reality of the times, and economic opportunity.

The term "drop-out" is rejected because of its inherent connotation of student blame and its relationship to the termination of education. It should be emphasized that education and training do not stop but are only interrupted.

What can be done by the counselor to improve guidance services?

It is felt that the counselor needs to be more committed and willing to "fight" for what he considers correct. The present passive posture of some counselors in voicing the guidance viewpoint in school planning is noted with regret.

It is further suggested that the development of more meaningful rapport with the school staff, community, industry, and other sources is needed. This is not possible unless the school administration and local taxpayers support guidance. One hindrance, for example, to this kind of development is excessive emphasis upon college placement. The community does not seem to be asking us to do what we as counselors think we should be doing. The difficulty seems to be twofold: (1) Counselors do not orient taxpayers to the need for guidance, and specifically vocational guidance; (2) Citizens are not oriented or receptive to vocational guidance because of the lack of knowledge and awareness for its need. The community must know the guidance "facts-of-life."

Question 5. What kind of professional education should vocational guidance workers have?

The counselor educators assembled in this conference were convinced that counselor training must be interdisciplinary in character. Greater emphasis must be placed upon the behavioral and social sciences

> possibilities for a better life that automation and other social and technological changes hold for us.
>
> But we deplore the tendencies for individual decisions (including those in the school on career choice and educational programing) to be the result largely of determinative, machine-oriented, quantitative processes.
>
> In order to carry out the concerns expressed in the above items we need to build a stronger professional identity. Those who function in the role of vocational counselor should be trained in a professionally recognized program. Vocational counselors should be prepared to help individuals in most phases of personality growth and development, and they should be specialists in educational and vocational development.

CONCLUSIONS

This conference on New Directions in Vocational Guidance has served to remind us that all of the complex and often painful realities of living cannot be cast as problems, investigated scientifically and conquered. Guidance, including vocational guidance, is an art as well as a science. The magnitude of the vocational guidance worker's task will always demand a greater understanding of human behavior and of the world of occupations than science alone can provide.

I take full responsibility for the following concluding observations:

1. It seems clear to me that the counselor educators assembled believe that, in our democratic society, some educational and vocational choice is possible for every one and the ability (or the right) to choose is a precious freedom. They believe that education is a primary means to individual freedom; that it increases choice possibilities, and that counselors can help students take advantage of opportunities.

2. They believe that educational and vocational planning must command the major attention of school counselors and guidance workers. Educational and vocational planning is the primary guidance strategy. In educational institutions, personal adjustment problems are usually ancillary to the problems of educational and vocational planning. But these counselor educators also believe that the growth and developmental problems faced by individuals are inter-related. They believe that vocational guidance and general guidance cannot be separated.

3. The counselor educators assembled believe that counselors and guidance workers must be better trained than they now are. They must be prepared to serve as educational leaders, reformers, agents of change. Counselors must be more than test technicians and interviewing specialists.

4. The failure of counselor educators to come to grips with two of the major issues in vocational guidance (the place of educational and occupational information in guidance and *how vocational counselors can help meet the need for* more talented and better educated workers) is interesting and significant. There are a number of possible explanations:

   a. Because of rapid changes in occupational patterns, specific career objectives are difficult to identify.

   b. Counselors have lost faith in their ability to predict educational and vocational success for individuals.

   c. Too much is expected of counseling and guidance workers. (The gigantic problems of poverty, segregation, and low-quality education must be solved by a united and coordinated action on many fronts. The ability of vocational counselors to contribute to solutions for these monstrous problems is necessarily limited.)

d. The wrong people may have attended the conference. A group of secondary school counselors would have responded quite differently to the five issues posed.

5. The value of this conference on New Directions in Vocational Guidance is apparent. Counselor educators need help from experts in related academic and professional fields. They need better answers than are now available to certain basic issues in vocational guidance. While educational and vocational planning continues to be the basic guidance strategy, theory and practice in vocational guidance must be strengthened.